

# EXHIBIT A – COMMUNITY NEED DOCUMENTATION

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1. Town of Southampton Master Plan of 1970
2. Long Island's Need for Multifamily Housing; Measuring How Much We Are Planning to Build vs. How Much we need for Long Island's Future (2016)
3. Op-Ed: Give Millennials Housing Options They Need to Stay Here (Nancy Rauch Douzinas, Long Island Index, March 8, 2016)
4. Hamptons Housing Crunch: Workers and Their Families Squeezed Out in Sky-High Market (Will James, Newsday, May 24, 2015)
5. NY Fed President to LI: Keep Innovating, Focusing on Housing Near LIRR (James Madore, Newsday, November 24, 2015)
6. Housing Choice and Affordability on Long Island & Beyond: A Survey of Suburban NY Metro Area Residents (2015)
7. Richest Communities on Long Island and in Westchester Experiencing Demographic Collapse of Young Adult Workforce (2014)
8. Workers Struggle in Hamptons Playground for Rich (Associated Press, Frank Eltman, July 13, 2014)
9. Southampton 400+ Sustainability Element: Addendum to the Town of Southampton Comprehensive Plan (2013)
10. A New Vision for Long Island's Economy: The Strategic Economic Development Plan for Nassau and Suffolk Counties (2011)
11. Places to Grow: An Analysis of the Potential for Transit-Accessible Housing and Jobs in Long Island's Downtowns and Station Areas (2010)
12. Long Island Regional Comprehensive Sustainability 2035 Plan: Sustainable Strategies for Long Island 2035 (2010)
13. Long Island 2035: Visioning Initiative Final Report (2009)
14. Suffolk County Workforce Housing Needs Assessment and Responses (2008)
15. Transit-Centered Development: The Long Island Mayors and Supervisors' Institute on Community Design (2008)
16. Southampton Tomorrow: Comprehensive Plan Update Implementation Strategies (1999)

Town of Southampton

MASTER PLAN



Southampton  
Community,  
N. Y. 1970

## II.

### COMMUNITY PLANNING OBJECTIVES

Essentially, the future Southampton Community will spring, in large part, from its past. Its form will be that of a series of hamlets strung along the south shore of the mainland separated by a series of tidal creek estuaries and, at Riverhead, a separate hamlet in extension of the Riverhead hamlet. However, unlike the past, year around and ten-month populations are going to grow and become an increasing proportion of the total population, even during the summer season.

In preparing the Master Plan for the unincorporated area of the Town of Southampton the more specific planning objectives, which follow, shall serve as a guide. These same objectives also serve as the broad basis for planning the Villages of Quogue and Southampton within the overall community. In the master plans for the villages still more pertinent planning objectives are set forth with reference to the individual village.

#### With Reference to Natural Resources

1. The conservation of the unique natural environment, by which most people have been attracted to the community and from which many people earn their income, shall be a prime consideration in looking to the future. However, it must be recognized that, among those attracted to or earning their income from it, different values are associated with some aspects of the natural environment.
2. One particular aspect of this unique environment is its water bodies, shoreline and barrier beach. As a result of experience it is concluded that the land areas in these locations are not suited to intensive development, particularly on the barrier beach. At the same time these locations offer unusual recreational and ecological values which are fundamental to the character and economy of the entire community. The balance between the recreational and ecological value must be drawn in such a way that the character and quality of the environment survives its development and use. In addition, every effort should be made to protect the dunes and to build them up to elevations recommended by the U.S. Corps of Engineers. The impact of such intensive development will be most evident in the waterbodies and wetlands.

It is essential that the waterbodies be so zoned as to use that the impact of pleasure boating is concentrated in areas where the related activity and pollution can be accommodated without destroying the finfish and shellfish spawning grounds. Further, it is essential that the significance of the marsh or wetlands be recognized. Their value as they exist in their natural state is not to be a matter of speculation based on land fill to an extent completely incompatible with the natural environment of which they are an integral part. Most of these areas lie in a flood plain identified by the U.S. Corps of Engineers.

Finally, it is recognized that both the concentrated heavy pumping of fresh water out of the limited ground water reservoir in these shore areas and the recharge of sewage must be controlled if these areas are not to be destroyed through salt water intrusion and pollution.

3. The recharge capacity of the ground water reservoir is the most significant factor in setting an absolute limit on the ultimate development of the Southampton Community. Experience indicates that there will be no excess water resource to the west as those communities reach their saturation point, in fact they may well look eastward for a supplemental resource. Thus, aside from other considerations, the Southampton Community should plan both for future development commensurate with the best available estimates of its potential water resource and for whatever steps may be taken to assure that that resource will continue to be available to support community development.

In connection with the continued availability of the water resource, the community shall take every possible step to assure that the maximum ground water recharge potential is realized. This will call for the preservation as open space of as much of the Carver and Plymouth soils areas as possible and for the establishment of recharge basins to catch the increased runoff of surface water resulting from land development. In pursuing this objective it should also be recognized that a certain amount of fresh water must reach the ponds and bays to maintain the necessary mixture of fresh and salt waters for a good shell fish environment.

4. In order to maintain the quality of individual hamlets and the water oriented character of the community, an effort must be made to preserve open space along the creek

estuaries that separate the hamlets and also to preserve and enhance the views and attractive natural assets of the community.

A second important element of the open spaces shall be the ridge line of the moraine and the water courses and ponds extending down from the ridge to the bays and ocean.

#### With Reference to Population

1. The desirable ultimate population potential of the entire community, including all five villages, is 127,000 persons on a year around basis, or any equivalent number of year around and seasonal residents, in conformance with the potential ground water resource of the Southampton Community. The overall gross population density for planning purposes therefore should be 1.42 persons per gross acre. The ultimate population potential for the unincorporated area of the town should be 91,500 persons on a year around basis. This limitation shall be recognized in all municipal regulations, ordinances and related policies to land development as much as is possible.
2. The greatest proportion of this population shall be distributed along the south shore of the community with other concentrations in the Riverside-Flanders Hamlet and in the vicinity of Sag Harbor.
3. Every effort shall be made to recognize the fact that many people employed within the community and in nearby communities have limited incomes; that there will be households composed of single individuals or couples; and that there will be young and old people as well as middle aged people making up some of the community's households.

#### With Reference to Highways, Roads and Other Transportation Facilities

1. The only limited access facility through the Southampton Community on an east-west alignment shall be the Sunrise Highway which shall be considered for development as a scenic highway. Further, as a main highway stem, it will be important that adequate interchanges and north-south feeder roads be established. It will also be important for local traffic circulation and emergency services that reasonably frequent crossings be created, whether they relate to interchanges or are completely separated from the limited access facility.

2. Recognizing the importance of traffic between the two forks of Long Island and from the Long Island Expressway and the Hamlets of Riverhead and Riverside-Flanders to the South Fork, a major highway facility in conjunction with the Sunrise Highway shall be provided to connect these areas. If possible, such a highway should have limited access characteristics.
3. The community through its subdivision and other regulations and through persuasion shall make every effort to assure that ample rights-of-way are set aside for secondary highways and that, wherever possible, access from private properties and street intersections shall be restricted.
4. Although public transportation is nominal at this time, consideration should be given to encouraging at least some service connecting the major hamlets and passenger traffic generators inside and outside the Southampton Community as year around population grows.
5. Since air travel has become a major means of reaching distant cities, regions and countries, the Southampton Community should give consideration to the need of a satellite, perhaps a stol-type airport. However, it should be recognized that any major civilian airport facility would materially change the character of the community and would also tend to promote the development of the community well beyond its water resource.

With Reference to Seasonal Residence, Tourism and Recreation

1. Since seasonal residents and tourists are greater in number than year around residents, and since, despite some change in proportions, they will continue to be a substantial factor in the seasonal population peak, as well as in the economy, particular note shall be made of commercial housing for seasonal residents and of appropriate recreational capacity, both private and public.
2. In projecting the scale of commercial housing capacity, it shall be remembered that the population that is so housed must be added to the ultimate population potential in terms of year around population equivalents.
3. Commercial resort housing areas should tend to concentrate where there is an excellent relationship to both recreation facilities and scenic views. Commercial transient housing should be convenient highway locations.

4. Private seasonal housing shall be thought of as potential year around housing in computing the ultimate population potential without reference to equivalents. However, such seasonal housing must meet year around housing standards prior to being used for that purpose. Adequate codes and enforcement procedures shall be established to assure that this condition is met.
5. Recreation lands and open space have been a major part of the Southampton Community's environment and land area. It is proposed that this quality be projected in major recreation and open space areas in the future, particularly in the areas of high ground water recharge potential, along the streams and ponds and along the shore and barrier beach. Cluster or planned residential development zoning, park and open space requirements per capita, and strong governmental leadership will be necessary to initiate, coordinate and accomplish such a program.
6. Every effort shall be made to encourage the preservation of historic buildings and the maintenance of historic sites as a part of the community's heritage and also as a matter of tourist interest.

#### With Reference to Utilities

1. The existing public water supply systems shall be interconnected and improved, particularly to serve the more intensively developed hamlet areas and barrier beach. The location of both private and public wells shall be so distributed that no serious depressions shall occur in the groundwater table and so that the possibility of salt water intrusion shall be minimized along the shore and on the barrier beach. Development practices that tend to deteriorate the quality and capacity of the groundwater reservoir shall be strictly regulated or prohibited.
2. Developed areas having a gross population density of five persons per acre or more and concentrated residential units such as commercial housing facilities and apartment groups shall have a sewage disposal plant which provides secondary treatment. Consideration shall be given to the means by which a subdivider shall provide for the collection of sewage in subdivisions affected by this standard. In terms of the impact of sewage disposal on groundwater quality, even with public sewage disposal in some areas, the overall gross population density of the community shall not exceed 2.5 persons per gross acre.

3. Through the foreseeable future the Southampton Community will undoubtedly have to provide for its own solid waste disposal and for the disposal of septic tank and cesspool sanitary wastes. Recommendations for two major sites, on either side of Shinnecock Canal, with related sanitary waste treatment plants should be implemented. Other existing dumps should be closed and sealed to prevent public nuisance and infestation and rehabilitated for other uses.

#### With Reference to Housing

1. The Master Plan and the related regulations and ordinances should encourage a wide variety of housing types and purchase or rental costs appropriate for the anticipated population's needs. They should also encourage flexibility and innovation in the planning of housing groups or developments.
2. Existing substandard housing shall be eliminated gradually through housing code enforcement.

#### With Reference to Business

1. The Master Plan shall recognize six categories of business functions: the village business center; the modern shopping center; the automobile and tourist service highway business which does not include retail shopping facilities of the type anticipated in the first two categories; the office business area; the transient motel; and finally, a resort and waterfront business.
2. Major business centers will be located in the vicinity of the Hamlets of Hampton Bays and Riverside-Flanders and the Village of Southampton. An effort should be made, in the instance of Riverside-Flanders to coordinate the planning with that for the Hamlet of Riverhead across the town boundary.
3. Convenience business centers will continue in existing hamlet areas and new centers shall be located at reasonable intervals throughout the community as the design of subdivisions evolve the detailed development pattern in local areas. Premature location of such centers would not be compatible with the objective of encouraging cluster or planned residential development as well as other possible housing innovations.
4. The resort and waterfront business areas shall be located at shore points related to the recreational boating areas in the bays and creeks and not in those areas designated as marine preserves for finfish and shellfish.

### With Reference to Industry

1. Since the Southampton Community has limited public transportation and considerable distance from supporting populations, industrial locations shall be, in large part, on the west side of the Shinnecock Canal.
2. Industrial development should be of an industrial park character. Heavy water users and plants with waste disposal effluents that might deteriorate the groundwater shall be prohibited.
3. Particular attention should be given to the Suffolk County Air Base as the site for light industrial development with airport access. This area may also prove beneficial to commercial recreation uses needing large sites.

### With Reference to Implementation

1. It is evident that there will be a need for the support of compatible zoning, subdivision regulation, housing code and sand and gravel regulations among other controls if these objectives are to be realized.
2. The public improvements indicated in such a Master Plan obviously calls for coordinated town, county, state and federal programming and action.

## VII.

### DETAIL HAMLET MASTER PLANS

#### INTRODUCTION

In many instances the hamlets of the Southampton Community date back to early colonial settlements. Some have expressed strong individuality by incorporating as villages. Two such villages, Quogue and Southampton have joined in this Urban Planning Assistance Program. Most of these early settlements started off as farming areas but in more recent times seasonal residents and a growing number of non-farm year around residents have changed their character. With the exception of the Flanders-Riverside Hamlet and the Village of Sag Harbor, the more intensively developed hamlet areas have located along the south shore of the mainland on Montauk Highway.

The purpose of these detail hamlet master plans is to show more clearly the Master Plan proposals for these intensively developed areas. There are five such master plans showing groups of hamlets. They are: Eastport-Remsenburg-Speonk-Westhampton, Map 5; East Quogue-Tiana-West Tiana-Pine Neck, Map 6; Hampton Bays-Canoe Place-Ponquogue-Springville, Map 7; Flanders-Riverside, Map 8; and Bridgehampton-Sagaponack-Hayground-Mecox, Map 9.

Although there is no formal definition of hamlet boundaries and there may even be occasional arguments on the question of which hamlet a given site is in, these detail hamlet master plans are not intended to settle such questions. For planning purposes the future character of physical development to serve the hamlet population is most significant, including the interrelationships between the various functional areas and how these more intensively developed hamlets will relate to the remaining less intensively developed portions of the planning areas.

In considering these detail hamlet master plans reference should be made to the community-wide Master Plans of Future Land Use, Map 1, Streets-Highways-Transportation Facilities, Map 2, and Community Facilities, Map 3. The Barrier Beach and Shinnecock Bay Development Plan, Map 4, and the Agricultural Reserve and Residential Development Plan, Diagram D-1 are also relevant in some instances.

## THE EASTPORT-REMSENBURG-SPEONK-WESTHAMPTON BEACH DETAIL MASTER PLAN

### Future Land Use

These hamlets form the southwestern portion of the Southampton Community on the mainland. They extend from the Brookhaven-Southampton town line, which Eastport straddles, on the west to the Incorporated Village of Westhampton Beach on the east. Proposed County Route 111 and the light industrial area are to the north and Moriches Bay is the southern boundary. These hamlets are in Planning Area 2 as described in Section IV, Community Facilities, and as shown on Map 3.

As the Master Plan of Future Land Use indicates, the small farms in this area are expected to become a part of the residential land use in the future. However, their sites and those of other open land uses provide attractive, open environmental qualities which should be preserved through the encouragement of planned residential development procedures described in Section III. This will be especially helpful in establishing the greenbelt parks called for along the estuaries and drainage channels in these hamlets. It should be noted here that the Saetuck Creek, East River, Speonk Creek, and Beaverdam Creek Greenbelt Parks are particularly important in that they define hamlet areas and provide attractive scenic points to be experienced on an automobile trip through the hamlets on both Montauk Highway, the main highway, and Old Country Road.

As Detail Master Plan, Map 5 confirms, these hamlets are projected to continue their residential character. The Suburban Residence areas are to be low density, single-family detached housing areas, although other housing types may be introduced through the approval of a planned residential development. It is important to note that such a modification would not increase the population density of the area affected and at the same time it would assure preservation of significant environmental features, such as the greenbelt parks and marine edge. Much of the future quality of these hamlets and the success generally of the Suburban Residence development is expected to result from the leadership and interest of the residents of this area working with the planning board and with those local property owners desirous of developing their land.

The Village Residence areas reflect two situations: residential centers in the Hamlets of Eastport, Speonk and Westhampton; and isolated older subdivisions of land into small lots that preclude Suburban Residence standards. Since there are still many vacant lots of less than an acre in both these situations, the Master Plan does offer the option of smaller lots, either there or possibly in planned residential developments, as an

alternate to low density Suburban Residence.

This option of housing accommodations is to be further augmented by the provisions for transferring residential development rights into certain limited areas in the Speonk Hamlet center to permit garden apartment construction. The overall community-wide population capacity would not be increased by such a transfer of residential development rights. Further, this type of housing is well suited to accommodate single persons, such as school teachers, and others of modest income who are employed or have small businesses in the hamlets as well as senior residents who wish to continue living in the hamlets but no longer wish to maintain single-family homes, and young married couples who are not yet ready to purchase a house. A more complete discussion of the procedure and reasoning related to the transfer of residential development rights and the location of garden apartment housing is presented in Section III, Future Land Use. The Speonk center location in these hamlets is within convenient walking distance of the shopping facilities and the railroad station. It is also at an important crossroad in the community which is served by bus transportation. Such conveniences are relatively important both for those of limited physical strength and for those of limited financial means.

The Village Business center at Speonk is designated as the convenience shopping center for the southwestern portion of the unincorporated area. However, the Hamlet of Westhampton is within the service area of the Village of Westhampton Beach's shopping center on the east and Eastport Hamlet will be at least in part oriented to the Eastport business center in the Town of Brookhaven. Two centers for Highway Business are also shown on the plan. One is an extension of the Speonk Village Business center to the east on Montauk Highway while the other, also located on Montauk Highway is at Westhampton in connection with a Motel area. These areas are to be oriented toward highway services, automotive uses, offices and general commercial activities rather than retail shopping. At Seatuck Cove in Eastport a third type of business is indicated, a Resort and Waterfront Business. It provides for waterfront services, including resort motels.

As it develops in the future, the Village Business center at Speonk will require adequate offstreet parking and improved vehicular circulation to be successful. The Master Plan envisions the maintenance of a village business street front character but with an emphasis upon a new convenience of access and offstreet parking similar to that in contemporary shopping

# **Long Island's Needs for Multifamily Housing:** *Measuring How Much We Are Planning to Build vs. How Much We Need for Long Island's Future*

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## Key Takeaways

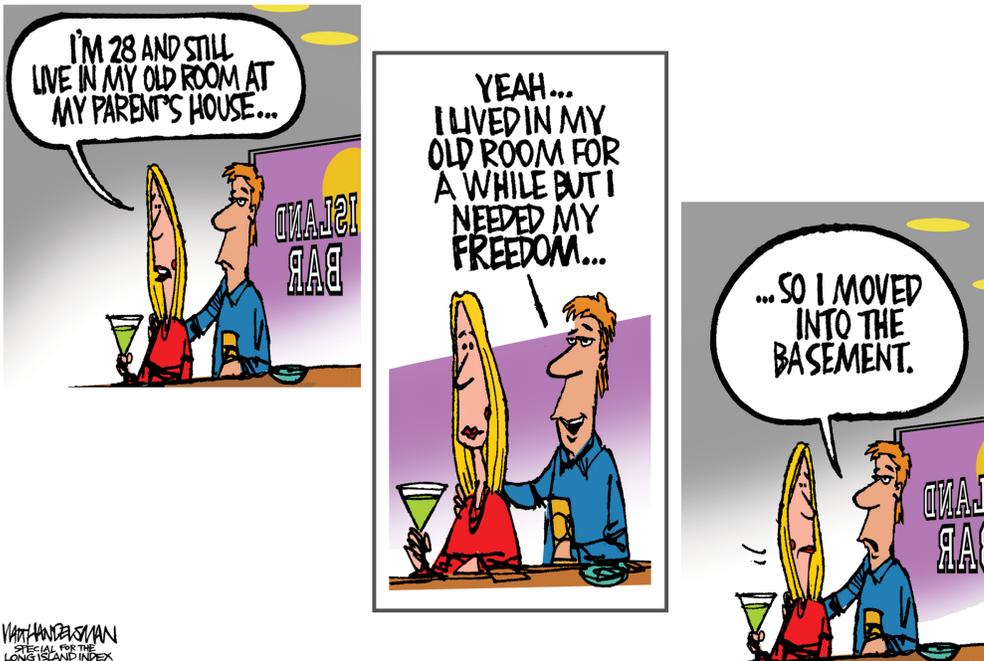
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- **Job losses in key industries and high housing costs and property taxes** are leading to a loss of its working age population, resulting in stagnant population growth.
- Long Island's high housing costs are largely a result of **insufficient housing production over the past several decades.**
- **Multifamily housing production on Long Island has lagged behind regional competitors and is not affordable** to large sections of the region's population.
- **Young adults are most impacted by these trends** and are more than twice as likely to live with parents or other older relatives when compared with the national average.
- These trends are resulting in a **weaker overall housing market, driving residents to leave Long Island.**

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## Op-Ed: Give Millennials Housing Options They Need to Stay Here

BY [NANCY RAUCH DOUZINAS \(HTTP://WWW.LONGISLANDINDEX.ORG/AUTHOR/NANCY-RAUCH-DOUZINAS/\)](http://www.longislandindex.org/author/nancy-rauch-douzin/), MARCH 8, 2016 IN [HOUSING \(HTTP://WWW.LONGISLANDINDEX.ORG/CATEGORY/HOUSING/\)](http://www.longislandindex.org/category/housing/)



MATT ANDERSON  
SPECIAL FOR THE  
LONG ISLAND INDEX

<http://www.longislandindex.org/wp-content/uploads/2016/03/Bar-Scene.jpg>

Long Islanders want more housing options, and the economic growth of the region requires them. The good news is that two recent studies by the [Long Island Index](http://www.longislandindex.org/) (<http://www.longislandindex.org/>), a project of the Rauch Foundation, highlight the specific challenge and reveal a way to overcome it.

Two dramatic shifts in housing needs have emerged that necessitate change. The first is that an increasing number of Long Islanders are looking for alternatives to the traditional single-family home for which Long Island is world-renowned. The second is that without those choices young people are leaving Long Island at an alarming rate, and the trend is projected to increase.

In December the *Long Island Index* released a public opinion survey that explored attitudes about housing among residents of Long Island and compared their views with those of other nearby suburbs. The [report](http://www.longislandindex.org/data_posts/housing-choice-and-affordability-on-long-island-beyond/) ([http://www.longislandindex.org/data\\_posts/housing-choice-and-affordability-on-long-island-beyond/](http://www.longislandindex.org/data_posts/housing-choice-and-affordability-on-long-island-beyond/)) containing those results revealed that, for Long Islanders, concerns about paying their monthly housing costs have reached an all-time high: 62 percent of Long Island residents say that it is somewhat or very difficult to pay their rent or mortgage compared to 52 percent of residents in New Jersey suburbs and 58 percent of those in the northern suburbs of New York and Connecticut. In addition, 35 percent of Long Islanders aged 18 to 34 say they're living with their parents or a relative.

According to the survey, 72 percent of Long Islanders rate young people leaving as a very or extremely serious problem compared to 44 percent of suburban New Jersey residents and 50 percent of those in the northern suburbs of New York and Connecticut.

Along with those worries, the report highlighted two trends that are quite dramatic: first, a sea change is occurring in the housing options that Long Islanders prefer; second, the vast majority of Long Island's young people say they are likely to leave because of our housing costs here.

At present 15 percent of Long Islanders live in an apartment, a condominium or a townhouse, but in five years 29 percent say they want to live in one of those options. In addition, 69 percent of Long Island residents aged 18 to 34 claim they are somewhat or very likely to leave Long Island in the next five years. That finding is all the more striking, given that our population in that same age group has already dropped 16 percent from 1990 to 2014.

The most recent *Long Island Index* report, issued earlier this month, explores the challenge further and proposes ways to address it that match Long Islanders' stated preferences. This [report](http://www.longislandindex.org/data_posts/long-islands-needs-for-multifamily-housing-measuring-how-much-we-are-planning-to-build-vs-how-much-we-need-for-long-islands-future/) ([http://www.longislandindex.org/data\\_posts/long-islands-needs-for-multifamily-housing-measuring-how-much-we-are-planning-to-build-vs-how-much-we-need-for-long-islands-future/](http://www.longislandindex.org/data_posts/long-islands-needs-for-multifamily-housing-measuring-how-much-we-are-planning-to-build-vs-how-much-we-need-for-long-islands-future/)) was conducted by the Regional Plan Association and HR&A Advisors. It found an enormous gap between the multifamily housing planned and needed on Long Island.

In the next 15 years 94,000 housing units would be needed, and, given changing housing preferences, 72,000 of those units should be in "walkable" mixed-use areas.

Fortunately, the report includes three cases studies that demonstrate that modest changes in zoning regulations could allow enough housing to eliminate the gap. The case studies focus on the Village of Babylon, the Hamlet of Hicksville and the Village of Valley Stream.

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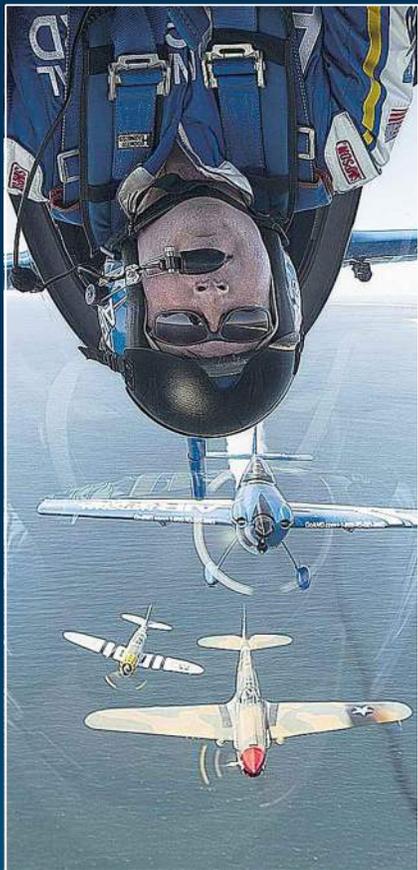
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JESSICA ROTKIEWICZ

# HAMPTONS HOUSING CRUNCH

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## HAMPTONS HOUSING

# LOCALS LOSE OUT

High-priced vacation rental market spurs landlords to spurn year-round tenants

BY WILL JAMES  
will.james@newsday.com

Hamptons residents are being forced to live in the spare rooms of friends and relatives — and even tents in some cases — as landlords trade their year-round tenants for seasonal vacationers willing to pay hundreds of dollars a night or thousands a month to summer on the East End.

Housing officials said the seasonal rental trend is worsening an already serious affordable-housing shortage and is pushing year-round residents to less-pricey communities in Riverhead and Brookhaven towns, adding more commuters to traffic congestion on South Fork roadways.

Drew Charles, 47, an East Hampton carpenter who created a Facebook group in 2013 to connect Hamptons renters with available homes, said the housing crisis has eroded what was a tight-knit community of South Fork locals — fishermen, tradespeople, retirees, middle-class professionals and service-industry workers who lived and worked there year-round.

“It’s not a community anymore,” he said. “It’s a vacationland.”



**“You’ve got to pretty much have a million dollars out here to own a house.”**

— David Lundeen, above and at right, a Montauk fisherman who lived in a tent for six months after he was unable to find an affordable rental home



The Facebook group, called Bonac Year-Round Rentals, has more than 1,000 members and a page filled with pleas for housing.

“The landlords can get more money for less time and less impact to their homes” by turning them into summer rentals, said Curtis Highsmith Jr., director of the Southampton Housing Authority. “That’s the bottom line.”

The Hamptons attract some of the world’s wealthiest people each summer. But 80,000 year-round residents live and work among them.

“People make jokes all the time that I do affordable housing in East Hampton,” said Tom Ruhle, East Hampton Town’s housing director. “The truth of the matter is, for the year-round population and the service community, it’s a very, very expensive place to live.”

Hamptons real estate has broken records over the past three years as the luxury housing market recovered from the recession. Year-round residents said the cost of buying a house has soared out of reach.

The Hamptons’ median home price reached \$920,500 in the first three months of the year, triple the western Suffolk County median of \$303,000, appraisal company Miller Samuel Inc. reported.

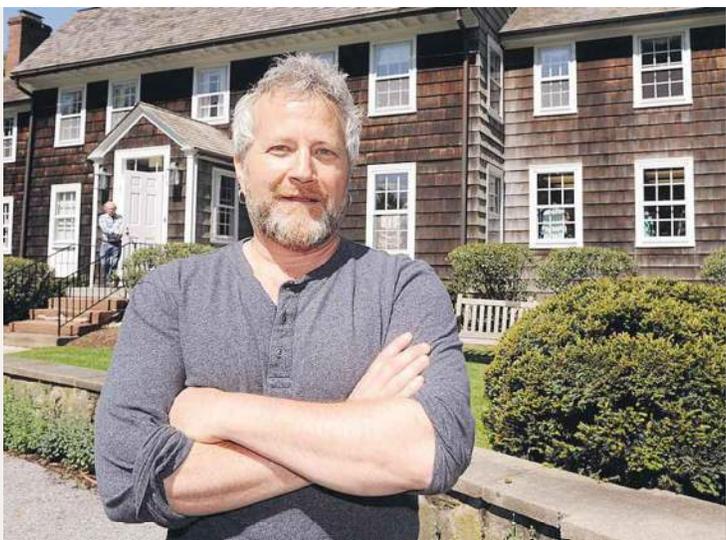
Rental properties also have been swept up in the trend. Homeowners are turning to websites such as Airbnb and HomeAway to rent out properties for as much as \$1,200 a night or \$11,500 a week.

### Apartments now a resort

Rick Gibbs, a Montauk landlord, converted his 14-unit apartment complex into a lake-side resort this summer. He said it was hard to displace tenants he had befriended, but it had become too expensive to maintain the apartments in the winter and he can make just as much running them as a resort open May through October.

“Our costs went up immensely,” said Gibbs, who also owns Rick’s Crabby Cowboy Cafe in Montauk. “The people who lived here year-round, they couldn’t afford more [rent]. It was a real quandary. . . . We couldn’t do another winter.”

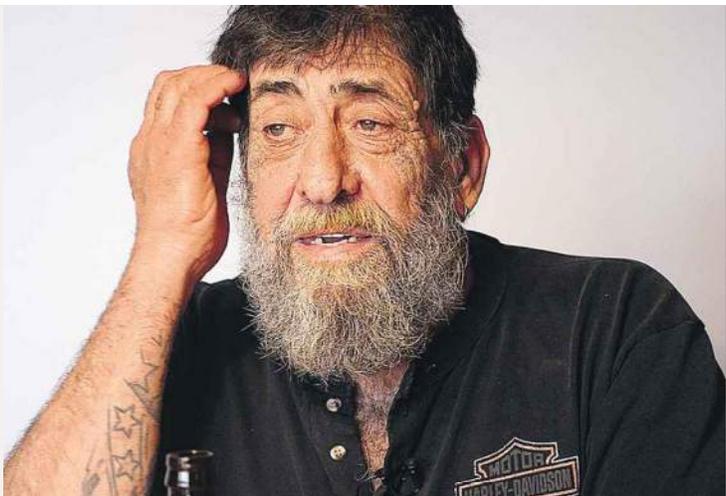
Laurie Gibbs, his wife, said the couple charged about \$1,000 a month for year-round rentals but will charge about \$2,000 a week this summer for seasonal stays. Next summer,



**It’s not a community anymore. It’s a vacationland.**

— Drew Charles, East Hampton carpenter who uses a Facebook page to connect renters to available homes

JOHN ROCCA



**We’re overwhelmed by money. Manhattan is coming to Montauk.**

— Ray Giannantoni, who works in the fishing industry in Montauk and lost his apartment when the building was converted to seasonal rentals

CHUCK FABELY

they plan to charge \$14,000 to \$18,000 upfront for May through October, she said.

Pamela Greinke said she had a lease that expired last July, but decided to stay month-to-month in her Southampton rental in part because of the difficulty of finding a new home for herself and her 17-year-old daughter. That became a reality as she spent April scrambling to find a home after their landlord told them they had to leave by the end of the month.

They found no year-round rentals available for miles, and resigned to staying with a friend for the summer. Greinke said her budget was \$1,500 plus utilities.

“Technically, we’re homeless,” said Greinke, 51, who

works for an East End nonprofit and has rented in the area for 20 years.

In New York State, verbal leases are valid for one year, according to the state’s website. Without a lease, a landlord can remove a tenant after giving one month’s notice.

Stephen Grossman, a Sag Harbor attorney who has handled landlord-tenant cases, said renters can be evicted for not paying rent or staying after a lease expires, and noted the process can take about three months. But under most circumstances, a binding lease does protect renters, he said.

“You can’t evict them because you want to make the house a summer rental,” Grossman said.

On May 11, a woman posted on the Bonac Year-Round Rentals Facebook page that she had to move out of her home by May 30 and would “buy an RV if anyone knows of one.”

“We will figure out where to put it,” she wrote. “Plz someone help us.”

### High poverty rates

Affordable housing is generally considered housing that costs 30 percent or less of a household’s monthly income. Of Long Island’s 13 towns, East Hampton and Southampton have the highest poverty rates after Riverhead, according to data compiled by Suffolk County.

In East Hampton, 7.6 percent of year-round residents lived

below the poverty line in the period from 2007 to 2011, according to a 2013 Suffolk County analysis. In Southampton, the figure was 7.4 percent.

Julie Havens, 23, lives in Amagansett with her father, a fisherman. She said her family recently signed up for food stamps and she has little hope of being able to rent a place on her own in East Hampton. She is looking at rentals in the Carolinas and California.

“People are really struggling out here,” she said.

East Hampton and Southampton officials have had challenges building affordable rental housing, in part because of high land

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## TOP STORIES

### Locals lose out in Hamptons

TENANTS from A3

costs and neighborhood opposition to development.

Tuckahoe residents sued Southampton officials last year after the town board approved a 28-unit affordable housing apartment complex. The lawsuit is pending. The Wainscott school board has voiced opposition to the efforts of a nonprofit developer seeking to build 48 affordable apartments in East Hampton, fearing an influx of students into the district's small schoolhouse, which has 15 students in kindergarten to third grade.

"Not only did we have to deal with the NIMBYism, but because we're the Hamptons and there's moneyed NIMBYism here, we now have to deal with an Article 78 that we have to defend with taxpayer dollars," Southampton Town Supervisor Anna Throne-Holst said of the Tuckahoe case, using an acronym for "not in my backyard," and referring to a state law that allows appeals of state and local government decisions.

#### Shortage of workers seen

Throne-Holst, who is planning a regional summit on housing this summer, said the lack of affordable year-round homes has made it difficult for Hamptons businesses, schools and hospitals to find workers and for fire departments to recruit volunteers.

East Hampton Town officials and developers created 550 units of affordable housing between 1980 and 2010, but demand has far eclipsed that, said Town Supervisor Larry Cantwell.

"It's a critically important issue out here," he said.

The supply-and-demand im-

**The landlords can get more money for less time and less impact to their homes" by turning them into season rentals instead of year-round.**

— Curtis Highsmith Jr., director of the nonprofit Southampton Housing Authority

## THE LAND OF PLENTY AND WANT

Percentage of people below the poverty level, 2007-2011 (of Long Island's 13 towns)

1) Riverhead	9.3
2) East Hampton	7.6
3) Southampton	7.4
4) Brookhaven	6.6
5) Babylon	5.9

Sources: Suffolk County Planning Department; 2010 U.S. Census; Miller Samuel Inc.

Percentage of summer homes in the Hamptons

East Hampton Town	54%	(11,366 homes)
Southampton Town	42%	(17,396 homes)

Median home sale prices, January-March 2015

Hamptons (Amagansett, East Hampton, Sag Harbor, Wainscott and others)	\$920,500
North Fork (Aquebogue, Mattituck, Orient, Southold and others)	\$465,000
Rest of Long Island	\$360,000

balance led Montauk fisherman David Lundeen, 26, to pitch a tent in the hamlet's tick-infested woods two years ago after he was unable to find a rental. He said he camped out for six months, careful to avoid detection by neighbors and police.

"There's the constant worry of getting caught, because if you get caught you get arrested," Lundeen said. "I don't want that label of being a hobo."

Several residents said the rental housing shortage is most acute in Montauk, which has undergone a rapid change over the past five years from a quirky fishing and surfing hamlet to a high-priced Hamptons destination.

Ray Giannantoni, 61, who has lived in Montauk for 45 years, was drawn from Yonkers as a teenager by the prospect of working on fishing boats. Housing was always scarce, but he said it has all but disappeared, especially since restaurants and hotels began snapping up rentals for their staffs.

Giannantoni, who lived in Gibbs' complex, said he found a new rental — for \$1,000 a month — days before work started to convert the apartments into a lakeside resort.

"We're getting pushed out," Giannantoni said of year-round renters. "We can't afford to stay and we can't afford to leave."

Emily Campbell, a mother of two who lives in Springs, said she can't afford to wait for a lucky break. For the past two years, she and her boyfriend have rented together in the winter, but separated and moved in with their families each summer.

At the end of the month, Campbell, 26, said she is packing up her car and moving with her boyfriend and children to North Carolina. She said the state reminds her of how East Hampton used to be.

"I don't want to leave my friends. My daughter doesn't want to have to leave her school," Campbell said. "But at this point, we don't have an option."

## Heroes honored

Boy Scout Troop 74 participates in U.S. Gravesite Flags Placement Day at Calverton National Cemetery yesterday.

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<http://www.newsday.com/business/ny-fed-president-to-li-keep-innovating-focusing-on-housing-near-lirr-1.11157896>

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# NY Fed president to LI: Keep innovating, focusing on housing near LIRR

November 24, 2015 By JAMES T. MADORE [james.madore@newsday.com](mailto:james.madore@newsday.com)



William Dudley, president of the New York Federal Reserve Bank, speaks with students, faculty and invited guests on Nov. 20, 2015, at Hofstra University. (Credit: Audrey C. Tiernan)

New York's top banker said Long Island's leaders should continue to back apartment housing near LIRR stations and efforts to commercialize inventions from research laboratories to boost the local economy.

William C. Dudley, president of the Federal Reserve Bank of New York, made his remarks about the Island's economy during a Newsday interview Friday, while he toured the region. He said he was struck by the multitude of local governments and the \$1,300-per-month rent on a studio apartment.

The Island is part of the bank's district, which encompasses New York State, Puerto Rico, the U.S. Virgin Islands and portions of New Jersey and Connecticut.

Dudley is the No. 2 person, after Fed Chair Janet Yellen, on the Federal Open Market Committee, which sets short-term interest rates. Here are excerpts from the interview:

## Status of the L.I. economy

It's doing very similar to the country as a whole . . . The unemployment rate on Long Island is about 4.5 percent [in September], which is pretty low; the national average is [about] 5 percent [in September] . . . Where Long Island lags a little bit behind is the housing recovery, [which] has been more modest . . . [and] there still is a little bit more financial distress in terms of mortgage delinquency rates.

## Lack of opportunity for minorities, immigrants



**HOUSING CHOICE AND AFFORDABILITY  
ON LONG ISLAND & BEYOND:  
A SURVEY OF SUBURBAN NY METRO AREA RESIDENTS**

**December 2015**

**Report Prepared by  
Stony Brook University**

## **EXECUTIVE SUMMARY**

Long Island is an expensive place to live. On the surface, this would seem to be true of the entire NY metro suburban area. But that is not how it seems to Long Island residents who report somewhat greater difficulty than residents of the other two suburban NY metro areas in meeting their housing costs. They are also more concerned about the flight of young people and family members. They complain to a greater degree about high property taxes. And they are more concerned about a lack of affordable housing on Long Island.

Long Island has become a more expensive place to live over time. The number of Long Islanders who report that it is difficult to meet their monthly housing costs has increased steadily since the Long Island Index first started tracking this question in 2004. It is also a more expensive place to live for renters than homeowners and for residents of low-income than affluent households. The high cost of life on Long Island is coupled with a decline in the quality of local jobs, as documented over time by the Long Island Index.

The high cost of life on Long Island continues to fuel a desire to leave. This intention is most pronounced among those aged 18 to 34 and their parents' age group (50-64). Residents of all three suburban NY metro areas say they plan to leave but this seems more jarring on Long Island where residents report a far stronger local identity, rate Long Island more positively as a place to live, and believe their area has a stronger sense of community. Thus, even though equal numbers of residents in all three regions think they might move in the next five years this entails a greater loss for Long Island residents who are very attached to Long Island as a place to live.

Long Island is dominated by single family homes to a greater degree than either of the other two suburban areas, contributing to its high housing costs. Multi-family housing options such as apartments, townhouses, and condos, can be less costly than a single-family home to rent or buy. And these options are more plentiful in the NJ and NY/CT suburbs as documented by residents interviewed in the current survey. The shortage of more affordable housing options on Long Island is most acute for low income residents of whom almost 10% live in a room or apartment within a single-family home.

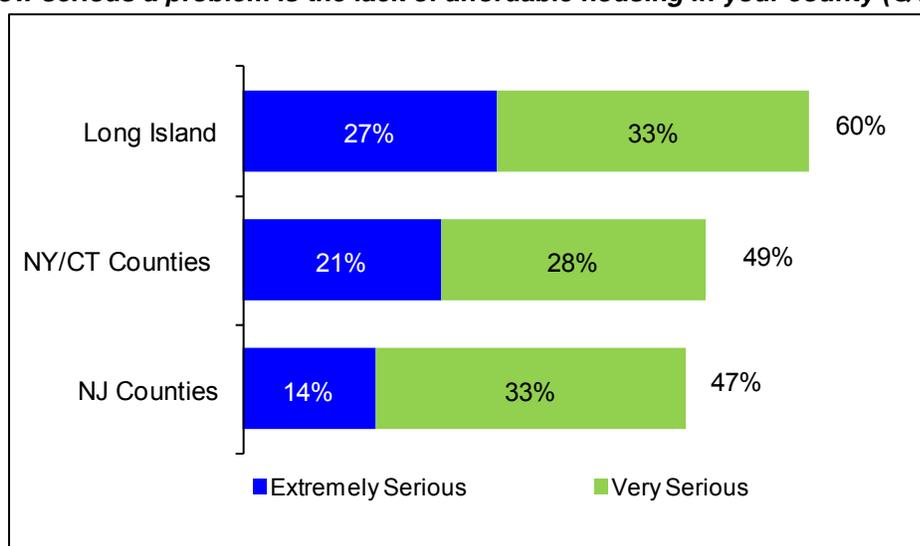
When Long Islanders look ahead, however, they expect something different than the current housing supply. Five years from now, many fewer Long Island residents expect to live in a single family home and many more expect to live in a condo, townhouse or apartment. Indeed, if residents were able to follow their preferences, Long Island would look like current suburban areas in NJ and the northern NY/CT suburbs five years from now. There would be a sharp increase in the number of apartments, condos, and townhouses resulting in a shift from 15% who currently live in this type of housing to roughly double this number (29%) in 2020. This desire for many more multi-family housing developments on Long Island represents a singular challenge to local governments, planners, and developers.

Residents of all three regions also support other options that would make local housing more affordable. A majority support a change in zoning laws that would make it easier to install a rental apartment in a single-family home and an increase in residential units in local downtowns.

### Lack of Affordable Housing

Long Island residents view a lack of affordable housing as a more serious problem than residents of the other two suburban NY metro areas (New Jersey and northern NY and CT). 60% of Long Island residents said it was a very or extremely serious problem compared to 49% of those in the NY/CT northern suburbs and 47% of residents of the NJ suburbs. This perception was widely shared across age groups, income level, education, and among homeowners and renters.

**Figure 5: How serious a problem is the lack of affordable housing in your county (Q4)?**



### Young People Leaving

There are regional differences in concerns about the flight of young people who move to areas with more affordable housing. Long Island residents regard this as a more serious problem than do residents of the other two areas. The differences are striking: 72% of Long Islanders rate young people leaving as a very or extremely serious problem compared to 44% of NJ residents and 50% of residents in the NY/CT northern suburbs.

On Long Island, concerns about young people leaving are shared widely among people of different education, income levels, and other backgrounds. The one exception is young people who are somewhat less concerned about this than older residents. Among those aged 18-34, 61% considered young people leaving a very or extremely serious problem compared to 76% of those aged 35-49, 74% of those aged 50-64, and 78% of those aged 65 and older. Nonetheless, people of all ages express greater concern on Long Island than in the other two NY metro areas.

There is also substantially greater concern among residents of Long Island than other areas about family members being forced out because of high housing costs: 48% of Long Island residents are very concerned about this compared to 38% of residents in the two other NY metro regions. This concern is linked to length of residence on Long Island. Among those who have lived on Long Island for less than 10 years, 36% years say they are very concerned compared to 52% of those who have lived on Long Island for more than 10 years, and 47% of those who lived on Long Island for their entire life.

# Richest Communities on Long Island and in Westchester Experiencing Demographic Collapse of Young Adult Workforce



A Report by Alexander Roberts, Executive Director  
Community Housing Innovations, Inc.  
February 25, 2014

## Background

For over 20 years, business and good government groups on Long Island and in Westchester County have warned of dire consequences of the exodus of their young workforce due to increasingly expensive single-family houses and suburbia's resistance to multifamily housing. They call it the "Brain Drain."

The Long Island Index 2012 Profile Report noted that the number of young adults on Long Island had declined by 12 percent since 2000, far more than the declines of 6-8 percent in northern New Jersey, the Hudson Valley and southwestern Connecticut.

According to American Community Survey data published by the U.S. Census Bureau, the population **loss** of 25-34 year olds since 2000 is 12.43 percent in Nassau County, 12.74 percent in Suffolk County, and 12.83 percent in Westchester, which compares to a **gain** nationwide of 2.76 percent. However, a closer look shows that the declines in these three counties are far from uniform—and the highest losses of 25-34 year olds are concentrated in the most wealthy, least diverse municipalities. Losses in the 35-44 year old cohort are generally smaller in the most exclusive suburbs but are still significant. The loss in Nassau County for 35-44 year olds is 13.7 percent, 14.8 percent in Suffolk, and 14.4 percent in Westchester County.

## A Demographic Collapse?

The greatest population losses of 25-34 year olds since 2000, based upon the U.S. Census Bureau's American Community Survey (2007-2011), are in the least diverse communities with the most expensive housing, which happen also to be those that have almost no affordable multifamily housing. The exodus of mostly White and educated workers represents triple and even quadruple the county averages.

### Change In Age Cohort for Nassau and Suffolk Counties between 2000 and 2007-2011 (ACS)

	<u>25-34</u>	<u>35-44</u>
Kings Point	-58%	-10%
Westhampton	-57%	-45%

# Workers struggle in Hamptons playground for rich

Frank Eltman, The Associated Press 7:30 a.m. EDT July 13, 2014



(Photo: John Minchillo, AP)

SOUTHAMPTON, N.Y. (AP) — This is a town where people are so rich that a \$2 million home can be a handyman's special. A town where the thrift shop is stocked with donations of designer dresses and handbags.

But Southampton, with its privet hedges, pristine beaches and some estates costing tens of millions, also is where 40% of children get free or reduced school lunches, where a food pantry serves up to 400 clients a month and where some doctors and nurses share homes owned by the local hospital because they can't afford to buy or rent.

Studies show the wealth gap separating the rich from everyone else is widening, and few places in the country illustrate that as starkly as [Long Island's Hamptons](#) — America's summer playground for the haves and have-mores, where even middle-class workers struggle with the high cost of living.

"We have a tremendous amount of millionaires who live 3 miles from the food pantry, and they really have no idea that there's a need in this community," said Mary Ann Tupper, who retired last month after 21 years as the executive director of Human Resources of the Hamptons, a charity that assists 6,000 people annually through its food pantry and other services for the working poor.

"In the summer they're working and everything is pretty good, but come the winter, all the nannies, the gardeners, the pool people, all those people are out of work, and then there's no money," Tupper said. "The income disparity is tremendous."

Kerry Lewendoski, who succeeded Tupper, adds: "The people aren't just coming here to work in the summer. They live here; they have established homes and kids enrolled in the schools. Southampton is their home, and they still have trouble getting by."

Located on southeastern Long Island 80 miles from New York City, Southampton is one of several towns and villages stretching east along 40 miles of the Atlantic Ocean that collectively are known as the Hamptons. Census figures showed a 2010 population of 57,000 and a median income of \$78,815.

But statistics in the Hamptons are an elusive notion, since many of the summertime denizens with their multimillion-dollar incomes identify themselves as residents of New York City or elsewhere. In the first quarter of 2014, the average selling price for a home in Southampton town was \$1,845,431, though some oceanfront estates go for over \$100 million.

Celebrities spotted hanging out in the Hamptons include [Christie Brinkley](#), [Rachael Ray](#), [Kelly Ripa](#) and [Howard Stern](#), among other members of high society in New York and elsewhere.

Many of those who work in the Hamptons — painters, landscapers teachers, even journalists — live west of the region in suburban Long Island and commute as many as three hours round-trip daily. From early spring to late autumn, the one primary road in and out of the Hamptons is jammed most mornings with pickup trucks and vans filled with tradespeople headed east.

"There's tons of work out here because this is where the money is," [David Hahn](#) said while trimming 16-foot hedges on a 10-acre Southampton estate where he has worked for two decades. His 30-mile commute sometimes takes up to three hours round-trip.

Kimberly Piazza is a secretary in her husband's sod business and lives in the North Sea community in Southampton town, several miles north of the oceanfront estates. Coming out of the local general store, she said local milk prices are as high as \$5.99 a gallon and eggs sell for up to \$4 a dozen — nearly double what those staples cost elsewhere on Long Island. Gasoline prices are 50 cents to a dollar more a gallon at most stations in the Hamptons.

"The image is that we're all pretty much rich, hoity-toity, well-to-do people," she said. "And while you do have some of those people, a majority of us are still working class."

At [Southampton Hospital](#) — the region's primary medical facility that has 25,000 emergency room visits annually — administrators wrestled for years with staffing shortages because qualified applicants could not afford the cost of living.

The hospital has since purchased three houses nearby and allows 17 nurses to live there as part of their compensation package, said spokeswoman Marsha Kenny. A similar program exists for resident doctors, with a goal to keep some working full-time at the hospital when they complete their training.

Last month, over the objection of neighbors, the town board unanimously approved a plan to build a 28-unit apartment complex, in part to provide affordable housing for people who work in the area.

December 2013

# *Southampton 400+* Sustainability Element

Addendum to the  
Town of Southampton  
Comprehensive Plan

## ECONOMICS TOPICS

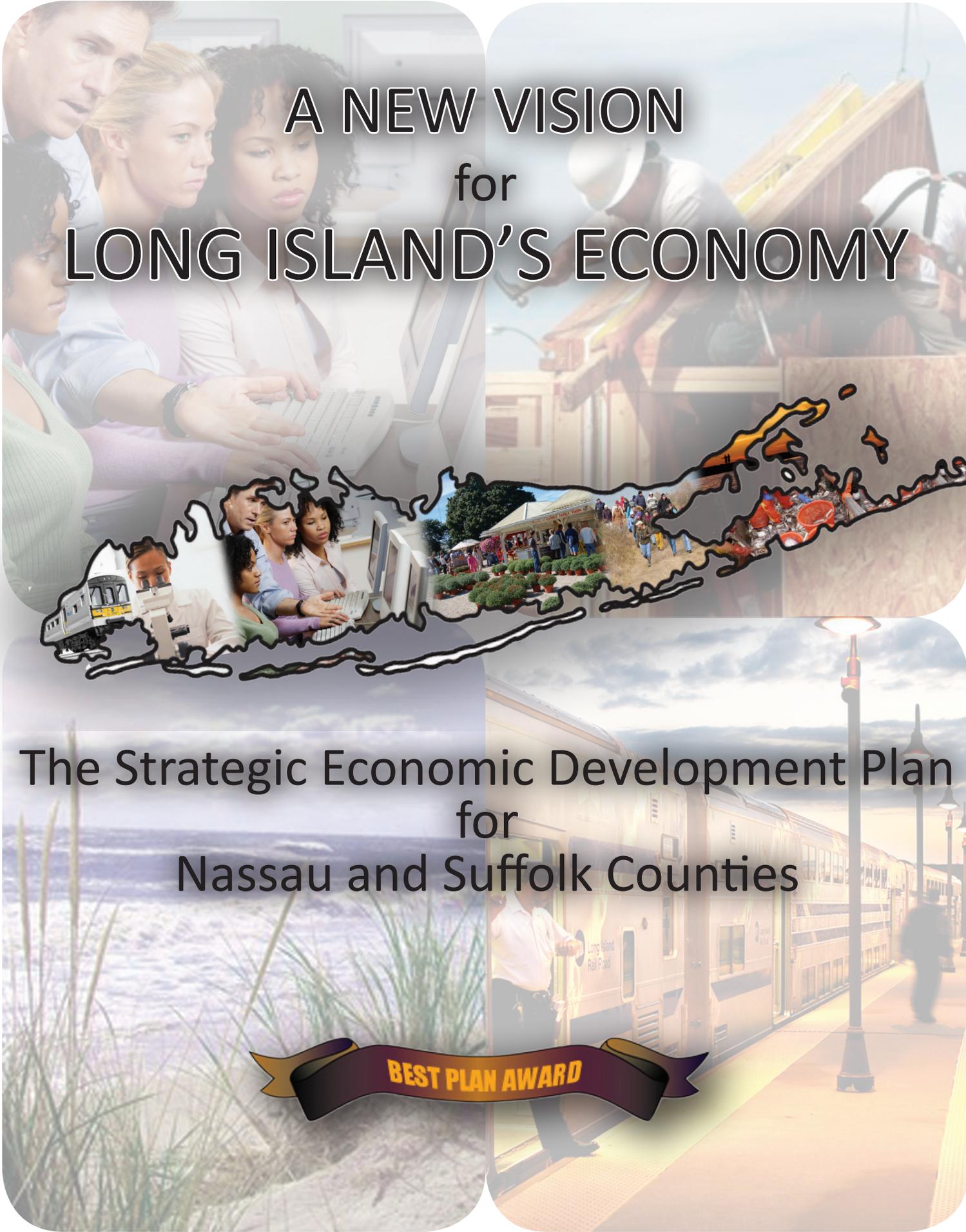


# ECONOMICS

DESCRIPTION				
Tracking Number	Topic	Tactic [Action]	Mechanism for Implementation	Supporting entities
Econ 001a	Sustainability Index	Continue and expand upon the “green-label” system as implemented in “ A Greener Southampton”. Build upon the existing “A Greener Southampton” business and public education reuse and recycle consumer campaign.	Initiative / Pilot	Town Business Advisory Council
Econ 001b	Sustainability Index	Use Town's purchasing power to support sustainable businesses and create demand for sustainable products, including recycled and regional products and local food. Strengthen existing local purchasing preferences	Program	Business Management
Econ 002a	Green Business Development	Identify ways to support the development of green businesses, and increased sustainability in the commercial sector, by convening stakeholders from local businesses, the workforce, construction trades,, and training providers to discuss green jobs, hiring projections, training resources and needs, standards and certifications , barriers, etc. Follow up with a set of recommendations that may be added to this sustainability plan.	Public / Private Partnership	Local Businesses
Econ 002b	Green Business Development	Help facilitate or research funding sources for a sustainable business incubator within the Town limits to promote new sustainable business start-ups, connect financial investors, and promote clustering of sustainable businesses	Public / Private Partnership	Local Businesses
Econ 002c	Green Business Development	Develop a system to qualify commercial business applications for expedited review and application assistance based on sustainable features.	Program	Local Businesses
Econ 002d	Green Business Development	Support the growth of local food production businesses by evaluating the schedule of permitted uses to potentially increase the locations where certain food processing businesses may be located, and consider siting criteria for uses found to be appropriate	Evaluation	Local Businesses
Econ 003	Resource Sharing	Organize, promote, and support a Town of Southampton (or East End) Green Economic Symposium in order to encourage local sustainable businesses to share resources, information, and best practices to foster their mutual economic growth and development.	Public / Private Partnership	Local Businesses
Econ 004a	Affordable Housing	Pursue grant opportunities that will enable the Town to provide free energy and water audits and implementation guidelines in affordable year-round housing units to reduce utility costs	Program	Office of Energy and Sustainability, Housing Authority
Econ 004b	Affordable Housing	Increase efforts to provide workforce housing, including Town Board oversight of workforce housing initiatives. Seek alternatives with private/ public partnerships.	Program	Housing Authority
Econ 004c	Affordable Housing	Create a Task Force on rental housing to identify and address barriers to the development of affordable rentals. Include a range of stakeholders in this effort.	Program	Housing Authority, Land Management
Econ 005a	Sustainable Economy	Develop a strategy to actively support the development of a vibrant agricultural industry, focusing on food production and organic products wherever possible.	Educational Campaign	Green Committee
Econ 005b	Sustainable Economy	In cooperation with other local municipalities and business community, explore heritage area linkages of small-scale attractions.	Educational Campaign	Local municipalities
Econ 005c	Sustainable Economy	Link Sustainability index to “sticker program” to indicate criteria on the sustainability index, include “G” for “Green Business”, “L” for “Local” and “N” for “Native Plant”	Educational Campaign	Local Businesses

# QUALITY OF LIFE

DESCRIPTION				
Tracking Number	Topic	Tactic [Action]	Mechanism for Implementation	Supporting entities
Qual of Life 001a	Promotion of Physical Activity	Develop a town-wide health challenge to encourage family wellness. For example, Southampton can start by encouraging residents to implement one healthier habit in their lives like eating locally grown food. Teams comprised of families, civic groups, businesses, town employees, students, teachers, church groups, etc can use a honor-system scorecard to track progress. Encourage local businesses to sponsor. See Township of Scotch Plains, NJ as an example. <a href="http://www.scotchplainschallenge.com/">http://www.scotchplainschallenge.com/</a>	Program	Human Services
Qual of Life 001b	Promotion of Physical Activity	Provide outdoor fitness equipment and fitness trails in Town parks, including passive parks (note: grant funding may be available for this.)	Program	Human Services
Qual of Life 001c	Promotion of Physical Activity	Encourage walking and biking by expanding bicycle infrastructure, promoting bike routes, and providing safety education.	Program	Transportation Commission, Biking Citizen's Advisory Committee
Qual of Life 002a	Local Food	Increase support for farmers market initiatives, such as the youth-staffed farmers market at the Flanders Crohan Community Center by providing lands to host them.	Incentive, Subsidies, Public / Private Partnerships	Human Services
Qual of Life 002b	Local Food	Consider incentives and/or municipal support to encourage Community Supported Agriculture (CSA) efforts that provide a diverse array of affordable fresh produce to subscribers	Incentive, Subsidies, Public / Private Partnerships	Human Services
Qual of Life 002c	Local Food	Host a Green Lifestyle Fair, with speakers, presentations, discussions, film, informational literature, tours, etc. This can be in conjunction with, or in addition to, the "Great Greening" and "A Greener Southampton" campaign efforts.	Incentive, Subsidies, Public / Private Partnerships	Human Services
Qual of Life 002c	Local Food	Support the creation of community gardens by identifying, and making available, Town-owned land where they may be located.		
Qual of Life 002d	Agriculture	Recognize adaptation as the key component for continuance of agriculture so that any considerations related to agricultural production should maintain flexibility for changing circumstances and practices	Education	Agricultural Advisory Committee
Qual of Life 002e	Agriculture	Work with farmers, nonprofits, governmental agencies and educational institutions to help farmers strengthen the economic viability of their operations		
Qual of Life 003	Affordable Housing	Encourage and incentivize a variety of affordable housing (both rentals and for sale to include the rehabilitation of existing structures for housing stock), especially in Hamlets where it is most scarce. Assemble a working group of stakeholders to collaborate on an affordable housing plan.	Program	Town of Southampton Housing Authority, LIBI, Southampton Business Alliance, Suffolk County
Qual of Life 004	Affordable Housing	As discussed in the 1999 Comprehensive Plan, any affordable housing plan will consider the needs of a particular hamlet, the appropriateness of the site including all environmental considerations, the proposed development design to accommodate any increased density, and any potentially significant negative impacts to the school district or other special assessment district in which the proposed development is located.	Policy	Town Board, Town of Southampton Housing Authority, land Management
Qual of Life 005	Affordable Housing	Explore additional and alternative ways to finance affordable housing as recommended in the 1999 Comprehensive Plan Update.	Program	Town of Southampton Housing Authority,



# A NEW VISION for LONG ISLAND'S ECONOMY

## The Strategic Economic Development Plan for Nassau and Suffolk Counties

**BEST PLAN AWARD**

Failing to provide adequate transit options will make it difficult to retain young workers who either cannot afford a car or prefer to live a car-free lifestyle. More generally, inadequate transportation infrastructure costs commuters and businesses time and productivity. High transportation costs divert resources from our local businesses. The combined safety and environmental impacts of fragmented, auto-dependent, poorly-engineered pedestrian environments increase accidents, increase indirect taxpayer costs, and generally degrade communities' quality of life, particularly in aging communities.

## CRITICAL ISSUE #4: Creating Affordable Housing

When Long Island's Levittown offered its first homes for sale in 1947, it was a place where young, returning veterans – at least whites - could buy affordable homes to raise their families. Today, the Island's housing stock is aging, its population is aging, and its homes are far less affordable. Research has shown that young people and low-to-moderate income workers face particularly heavy housing burdens. There is also a growing preference for condo/townhouse development within walkable communities, even though little existing housing fits this description. The region urgently needs more affordable, multi-family, and transit-accessible housing stock if it hopes to meet shifting consumer demand.

New housing opportunities will not only keep our young, educated population from moving away, but will create immediate construction and long-term employment opportunities. Jobs in food services, wholesale and retail trade, health and education services, and business and professional services support the ongoing consumer activity of households occupying new affordable housing units.<sup>11</sup> The construction of 100 multi-family affordable units creates 80 jobs through new construction (both directly and indirectly), 42 induced jobs supported by new spending of locally earned wages, and 30 jobs supported by the households who occupy these new homes.<sup>12</sup> Affordable housing also attracts new employers and opportunities for job creation.<sup>13</sup>



<sup>11</sup> New York State Association for Affordable Housing Fact Sheet.

<sup>12</sup> New York State Association for Affordable Housing Fact Sheet.

<sup>13</sup> In a national survey of more than 300 companies found, 55 percent reported that was not sufficient affordable housing near their workplaces (New York State Association for Affordable Housing Fact Sheet).

## **Strengths: Experienced affordable-housing developers and advocates**

Long Island is home to established, high-capacity organizations, most notably the Long Island Housing Partnership and the Community Development Corporation of Long Island, which have initiated valuable programs that encourage the construction of affordable and multi-family housing. Groups such as the Long Island Progressive Coalition and the Long Island Index have educated the public about how their neighborhood and region benefit from affordable, rental, and transit-oriented housing development.

The multi-family housing that does exist is an asset to local residents, communities, and local governments. A recent report commissioned by the Long Island Housing Partnership found that out of 300 housing complexes studied, almost two-thirds were tax positive. (<http://huntingtonhousingcoalition.org/uploaddir/Report-on-Multifamily-Housing.pdf>)

## **Weaknesses: High cost of living, paucity of housing options**

Although Long Island added 79,000 residents during the last decade, our population grew older.<sup>14</sup> U.S. Census data shows that the 20-34 year old population on Long Island decreased from 2000-2010, while the 55 and over population increased. As Long Island's population ages, it becomes more important to attract and retain young workers. Yet, many young people cannot afford the high cost of living in an area that also has some of the highest real estate tax rates and energy costs in the country.

But the problem of affordability is not confined to young workers. Between 2000 and 2007, the number of households spending more than 35 percent of their income on housing increased from 27 percent to 37 percent.<sup>15</sup> The strain is especially pronounced for families earning less than 80 percent of median family income. According to the Department of Housing and Urban Development Comprehensive Housing Affordability Strategy, 40 percent of households in this group pay more than 50 percent of their incomes on housing.

The paucity of rental housing drives up rents and exacerbates the affordability problem. This is partly a legacy of Long Island's earlier patterns of housing construction; single-family homes, mostly built before 1980, now constitute 83 percent of the region's housing stock. But consumer demand has changed: a recent Long Island Index Study found that one-third of Long Islanders want to live in a condo or townhouse and 40 percent say they would like to live in a walkable downtown community. Nevertheless, some communities and local governments still resist new affordable housing construction, for fear that it (or its residents) will negatively affect local "quality of life". This resistance often reflects deep regional histories of class and race segregation. In case of affordable housing construction, long-standing inequalities and prejudices directly and starkly hamper economic development.

Given the region's high energy costs, the energy-inefficiency of Long Island's housing stock stretches household budgets still further, for both renters and owners. Although there are public-sector incentives for retrofitting owner-occupied units, rental housing developers lack the support that they need to produce units that are both affordable and "green".

While the housing crisis and the recent recession have reduced median home values in many parts of the region, they have delivered little real affordability. Those homeowners who bought before the crash are saddled with unaffordable (and seldom-modified) loans; 11 percent of Long Island's homeowners are at

<sup>14</sup> Long Island Association Annual Business Factbook, 2011.

<sup>15</sup> [https://www.rpa.org/pdf/LI2035\\_Visioning\\_Initiative\\_Report.pdf](https://www.rpa.org/pdf/LI2035_Visioning_Initiative_Report.pdf).



least three months delinquent in their payments, and may face the threat of foreclosure. Without ready access to affordable rental housing, these families may be forced to leave the area.

Communities with high concentrations of foreclosed properties (including Islip, Brentwood, Hempstead, and Uniondale) also suffer, as the foreclosure process often leaves homes vacant for extended periods. Un- and underemployment prevent many from taking advantage of low prices, while those who do have stable incomes and down payments often find it difficult to secure financing in the present lending environment.

### **Opportunities: Burgeoning support for affordable housing**

The 2000s saw growing recognition of affordable housing's importance among Long Island's private, public non-profit, and civil society sectors. More recently, there have been new efforts at coordination in the field of affordable housing. Three of the Island's major non-profit housing developers – the Community Development Corporation of Long Island (CDCLI), Long Island Housing Partnership (LIHP) the Kimmel Housing Development Foundation (KHDF) – have partnered with the Long Island Community Foundation and others in a task force that is studying affordable housing needs on Long Island and working toward a coordinated housing strategy.

The development of regionally significant projects and the revitalization of Long Island downtowns provide potential sites for housing that meets urgent regional needs. Growing demand for downtown living may help convince local governments and developers that denser, rental development will be profitable and enhance the community's quality of life.

Declining housing prices and vacant, bank-owned real estate may offer opportunities to make existing single family homes more affordable and sustainable. Millions in federal neighborhood stabilization program funds have been used by developers to purchase, rehab and then either rent or sell foreclosed properties as a strategy to remove blight from low-income communities across the island. Many communities have recently formed or are exploring community land trusts or other legal means of maintaining affordability in perpetuity.

### **Threats and Consequences of Inaction: Without affordable housing, job creation is jeopardized**

If the region does not focus on improving the affordability and desirability of its housing stock, it stands to lose the labor force and industries that it needs to recapture its dynamism. Failure to produce affordable housing will deter new workers and businesses from moving to the region, while imposing added housing burdens and labor costs for those who remain.

Unless we address current and emergent regional housing needs, it may be difficult to sustain job creation. If employment growth puts further pressure on the regional housing supply, a return to rising prices may strangle our recovery in its earliest stages. We must therefore plan an affordable housing strategy that can be sustained in the long term.

## Generate new freight opportunities

Long Island needs to improve the physical infrastructure of the transportation system for freight-related transport between shipping and receiving points. Strategies to increase freight access and options include:

- ⇒ Rail freight intermodal terminals to link the nation's rail freight system and relieve truck congestion.
- ⇒ Freight villages, a fusion of land use and transportation planning to cluster freight-dependent companies around a concentration of shared transportation infrastructure. Freight villages can generate an entirely new market for small- and mid-sized businesses to reduce transportation costs, relieve truck congestion on regional and local road ways, and improve air quality.

## Tap into the economic potential at Long Island's Airports

- ⇒ Attract more commercial carriers to MacArthur Airport and develop the north side of the airport to provide better access to the Ronkonkoma Rail Road Station.
- ⇒ Build a sewage treatment plant to serve the Ronkonkoma Hub to expand Long Island MacArthur Airport and connect it to a transit-oriented development.
- ⇒ Develop the underdeveloped west side of Long Island MacArthur Airport.
- ⇒ Tie Long Island's airports to regionally significant projects to heighten economic potential.
- ⇒ Attract businesses to locate near Long Island's airports to leverage economic activity and attract fixed-based operators to locate on or near Long Island's airports.
- ⇒ Brand, market, and promote Long Island's airports.



## CREATE NEW HOUSING OPPORTUNITIES

**Create new, affordable housing for young people, empty-nesters, and low-income households**



Long Island needs to build new affordable, rental, and multi-family housing for youth, empty-nesters, and low-income households. Government needs to also work with members of the community to build consensus for affordable rental housing. Affordable housing projects are economic engines in their own right, leveraging public and private dollars. These new housing opportunities should:

- ⇒ Create multi-family rental housing opportunities at varying levels of affordability (below 120 percent, 80 percent, and 50 percent AMI).
- ⇒ Site and affirmatively market new housing to provide access to new living-wage jobs and reduce racial segregation.

- ⇒ Develop for-sale homes that are affordable to households with incomes near or below AMI.
- ⇒ Support affordability tools such as land trusts and limited-equity cooperatives, that preserve affordability in the long term.
- ⇒ Provide a range of housing opportunities in downtowns and around train stations, including larger (e.g., 3-bedroom) units.
- ⇒ Commit to the siting and construction of multifamily rental buildings in scale with the surrounding community.
- ⇒ Require energy conservation, specifically include solar where feasible, in all new affordable housing.
- ⇒ Link clean energy, environmental and housing funding sources in order to provide for the initial increase in design/construction costs needed to incorporate solar and other “green building” elements in multi-unit affordable buildings.

### **Maintain and support existing housing programs**

Beyond developing new housing, there are many other strategies currently used by Community Development Corporation of Long Island, the Long Island Housing Partnership, the Kimmel Housing Foundation, and other non-profits and local municipalities. They address critical housing and related social equity needs, and we believe need to be continued. These include:

- ⇒ Providing opportunities for down payment assistance for first time buyers.
- ⇒ Pre-purchase homeownership education.
- ⇒ Grants and loans to homeowners needing health and safety repairs to their dwelling, as well as energy efficiency improvements.
- ⇒ Employer-assisted housing, which helps employers recruit and retain workers in a high-cost area and provides down payment and rehab assistance to homebuyers.
- ⇒ Siting and affirmatively marketing new housing to provide access to opportunities, such as quality education, and reduce racial segregation.
- ⇒ Foreclosure prevention services.
- ⇒ Handicapped accessibility.
- ⇒ Purchase, rehabilitation, and disposition of foreclosed houses that are blighting neighborhoods.
- ⇒ The 72-H program, which transfers properties in tax default for the development of affordable housing.
- ⇒ Providing education and awareness about fair housing.

# Places to Grow

An Analysis of the Potential for Transit-Accessible Housing  
and Jobs in Long Island's Downtowns and Station Areas

Report Prepared by Regional Plan Association

January 2010

LONG ISLAND  
**INDEX**



*Good information, presented in a neutral manner, can move policy*

## An Analysis of the Potential for Transit-Accessible Housing and Jobs in Long Island's Downtowns and Station Areas

### EXECUTIVE SUMMARY

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Even in the midst of recession, Long Islanders continue to confront the question of what type of place the Island will become over the next generation. As a mature suburban region whose era of rapid population growth is well behind it, there is a persistent question of *how much and what type of new development is both desirable and achievable*. While the subject stirs intense debate, polls and planning processes indicate that there is consensus around a number of key themes. Residents want to maintain the essential suburban character of Long Island. They want to keep housing costs and taxes affordable. They want both younger families and a growing older population to be able to stay here. They want to protect as much of the Island's remaining open space as possible.

Increasingly, Long Islanders have been embracing the idea that these goals can best be met by focusing new housing, stores and offices in our existing downtowns, commercial strips or industrial areas rather than in largely residential neighborhoods or in undeveloped farmland or open space. However, this general consensus often breaks down over questions of which places are most appropriate for new development and how much these communities can absorb. When Long Islanders look around their existing downtowns, many wonder if there is really enough space to meet these needs and how growth would affect their own neighborhood and experience.

This analysis delves into the question of whether or not Long Island has sufficient redevelopment capacity in our downtowns. Using a combination of land use, demographic and infrastructure data, redevelopment potential was evaluated for areas within a half mile of downtown centers and Long Island Rail Road stations. A key finding was the identification of over 8,300 acres of vacant land and parking lots that could be used for new housing, commercial development and public spaces and facilities. This is equivalent to approximately 13 square miles or 1.1% of Long Island's

land mass. In sports terms, it is equal to 7,580 football fields. In comparison to New York City, it is roughly equivalent to Manhattan below 50th Street. When seen from these comparative perspectives, 8,300 acres represents a lot of possibilities.

Assuming a combination of different multi-family building types, the report sees the possibility to create tens of thousands of new housing units and jobs across the region, all located in our downtowns. In fact, the need to build up our downtowns has reached the tipping point for Long Island. If we were to allow every single acre of unprotected open space to be developed for low-density single-family homes, we could build another 90,000 new homes. **By contrast, that same number, 90,000 units, could be achieved by building a mixture of townhouses, garden apartments and apartment buildings on about half of the 8,300 acres of unbuilt land in downtown areas.**

There are limitations to this type of analysis; while potential available land can be seen, local conditions, needs and markets can only be determined through extensive site-by-site analysis. Therefore, as local factors are analyzed in greater detail, some of the report's assumptions will need to be updated and modified. Local factors could limit the feasibility of developing in a place that is identified as having High Potential, or alternatively, there could be more opportunities than were revealed and a downtown's potential may be greater than indicated in this report.

The goal of this report is to further the conversation about how Long Island can grow by focusing on the underdeveloped asset of our downtowns. There are many reasons to focus on the downtowns, from the environmental to the economic to the social. For example, a comparison of two regions that pursued opposing development patterns—one focused on transit-oriented development and open space preservation (Portland, Oregon), the other focused largely

## Comparison of Quality of Life Measures in Portland, Oregon and Atlanta, Georgia (mid-1980's–'90s)

Measure	Portland	Atlanta
Population Growth	26%	32%
Job Growth	43%	37%
Income	72%	60%
Government Revenue	34%	56%
Property Tax	-29%	22%
Vehicle Miles Traveled	2%	17%
Single Occupant Vehicle	-13%	15%
Commute Time	-9%	1%
Air Quality in Ozone Days	-86%	5%
Energy Consumption in BTUs per Capita	-8%	11%
Neighborhood Quality	19%	-11%

on developing land and building roadways (Atlanta, Georgia)—saw very different outcomes. In a study by Arthur C. Nelson, “Effects of Urban Containment on Housing Prices and Landowner Behavior”<sup>1</sup>, he demonstrated greater job growth, lower property taxes, fewer cars, better environmental outcomes in Portland, which pursued the more contained development strategy. Above are a few of the comparisons.

Other studies have corroborated this point and shown that compact, mixed-use development is generally tax-positive, bringing in more tax revenues than the cost of new services. Both national and local studies have shown that typical multi-family and mixed-use developments produce more tax revenue and fewer school-age children than single-family housing developments (see details in footnote 4).

Long Island has some serious choices to make in its immediate future. How do we want to plan for the future? Can we reinvigorate our economy? Will we create an environment that welcomes newcomers from different backgrounds as well as new employers? Will we find a way to keep young adults here and offer housing alternatives for young and old? Hard questions but they are being faced by cities, towns and villages across the country. There is a race and some communities will succeed and some will fail. Long Island has the “bones” in its downtowns to be one of the success stories. In fact, newer communities often create downtowns from scratch and design a character to go along with it that is based on an invented idea of place or history. Many have succeeded in creating a lot with very little. Yet, Long Island’s downtowns were once the envy of other regions of the country. We have the character, the historical

significance, the natural beauty of our surroundings and a strong sense of place. Today the question for us to ask is how can we continue to do so little with so much? The race is on and Long Island has yet to write its future.

### RESEARCH METHODOLOGY

This study, conducted by Regional Plan Association (RPA), attempts to address this issue by examining the capacity for potential development in each of Long Island’s downtowns and near each of Long Island Rail Road’s stations. It builds on prior research, including analyses by Nassau and Suffolk Counties, the Long Island Regional Planning Council (LIRPC), the New York Metropolitan Transportation Council (NYMTC) and others. It expands on previous reports and products of the Long Island Index, including vacancy surveys of downtown commercial areas, the land use and demographic information in the Index’s interactive maps, and a 2008 special analysis, “Long Island’s Downtowns—An Underutilized Regional Asset.” It also draws from land use analysis conducted by RPA for the Long Island 2035 Visioning Initiative, a part of the LIRPC’s Comprehensive Regional Sustainability Plan.

In addition to drawing on previous research, the study also developed and analyzed new data. An updated commercial vacancy survey by the Long Island Index was conducted for an expanded number of downtowns. Also, the amount of surface parking was calculated for downtowns and station areas as an overlay to the land use data available from the interactive maps. Three case studies—one on Long Island, one in New Jersey and one in Virginia—are included to demonstrate what might be possible in similar places in Nassau and Suffolk.

1. Nelson, Arthur C., “Effects of Urban Containment on Housing Prices and Landowner Behavior,” Lincoln Institute of Land Policy, Land Lines, May 2000.

## PART I: THE NEED FOR HOUSING AND JOBS ON LONG ISLAND

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Long Island's capacity for sustained economic growth is a central issue that affects everything from property taxes to housing prices to open space. Even before the national recession took hold at the end of 2007, Long Island's rates of job growth and housing production were slowing. Private sector jobs have shown almost no growth between 2000 and 2009. Average wages decreased by 2.6% on Long Island over this period, compared to a 4.9% increase for the U.S. as a whole. Housing production, which has been well below the rate of other parts of the New York metropolitan area for more than a decade, declined to only 3,000 new building permits in both 2007 and 2008.

At the same time, concerns over rising taxes and housing costs, the outmigration of young adults, growing highway congestion and dwindling open space were raising questions about Long Island's future as a mature suburb. Two years of job losses and housing foreclosures may have temporarily muted questions of long-term trends, even though these are important for both the strength and durability of the recovery.

Lurking underneath these problems are a shrinking supply of land for new development and a shortage of highway capacity and transit connections. Less than 9% of Long Island's land—about 70,000 acres—is undeveloped and without government restrictions that prevent it from being developed. Much of this land is in environmentally sensitive areas or has limited transportation access. Long Island's highway network was largely completed decades ago, and much of it becomes bottlenecked in periods of heavy traffic. The Long Island Rail Road provides extensive east-west service, but is of little use in travelling between north and south or to many of the auto-oriented job centers that have developed over the last half century.

While these are not the only factors behind recent trends, they constrain what is possible and affect both the pace and character of change. Even before addressing the issues of where and how much new development should occur on Long Island, there is the more fundamental question of whether any new development is needed at all. With so much of Long Island already developed, with roads congested, water supply threatened and open space scarce, why don't we just maintain and improve on what we have for the people who are already here? Why should we add any buildings, residents or density in our downtowns? These are fair questions. However, there are several reasons why substantial new, transit-accessible development is both needed and desirable:

**Long Island already has a persistent shortage of workforce and rental housing. Without providing more housing that is affordable to younger families and low- and moderate-income workers, we will not be able to retain either the people or jobs that are already here.**

As reported in the 2010 Long Island Index, the housing cost burden is among the highest in the nation with 38% of Long Island households needing to pay more than 35% of their income for housing, compared to 29% for the U.S. Only 17% of housing units are rentals, compared to 33% for the U.S., making it particularly difficult for young adults without the capital or credit for home ownership. The size of Long Island's young adult population is shrinking faster than the nation as a whole or comparable areas in the New York region, making it difficult for employers to find workers in many sectors of the economy.

**Even if the size of Long Island's population and employment base stays the same, the region will still need new homes, offices and stores to replace obsolete structures and address the evolving housing and space needs of a changing population and economy.**

About half of Long Island's housing stock was built before 1960, and many office parks and shopping malls are becoming dated and obsolete. In addition, demographic and economic changes point to the need for a new model of suburban development for both Long Island and the nation as a whole. An older population, delayed marriage and smaller family sizes all point to the need for smaller, less expensive housing than what exists today. According to one national projection, there will be a 22 million surplus of single-family homes on large lots by 2025.<sup>2</sup> Rising energy costs, roadway congestion and government actions to curtail global warming are likely to create more incentives for job and home locations that are energy-efficient and reduce auto use.

**Growth is likely to occur even if communities on Long Island try to limit it.**

Forecasts vary, but natural population growth, longer life expectancy and continued immigration is expected to expand population in both the U.S. and the New York metropolitan area. This will create growth pressures in both urban and suburban areas throughout the nation and region. According to one source, Woods and Poole,<sup>3</sup> the U.S. population will grow by 95 million over the

2. Lee, Evelyn, "Residential Real Estate Improving, but Still Troubled," NJBiz, November 19, 2009.

3. 2010 Complete Economic and Demographic Data Source (CEDDS), Woods & Poole Economics, Inc., Washington, D.C. Copyright 2009.



# Sustainable Strategies for Long Island 2035

December 2010



Long Island  
Regional Planning Council



Arup / PFM / HR&A / PPSA / Pratt / Hofstra / FAS / LIRO / McLean



# Long Island 2035: Securing a Sustainable Future

## The Plan

**To restore the promise of an affordable, high quality of life for all on Long Island and to position Long Island for the requirements of 21<sup>st</sup> century communities, the Long Island Sustainability Plan addresses the following:**

**Tax and governance reform:** Reforming the ways in which schools and municipalities across the region conceive, plan, deliver and finance services to the communities of Long Island; finding ways to do more with less to reduce the overall costs of education, government and service delivery while improving quality and enhancing living and working opportunities.

**Economic strength:** Increasing the economic activity and competitiveness of Long Island by improving the overall business climate, while expanding regional collaboration on economic growth, job creation, and workforce development.

**Quality of life:** Protecting the things that make Long Island such a treasured place to live and exploring opportunities for future growth and development that enhance, rather than detract from, the island's quality of life. Long Island's quality, if not identity, is founded on open space, parks, beaches, farmland and clean drinking water, all of which require protection. Commitment to enhance these qualities includes opportunities to live near work and increase transit access, but also Long Island's obligation to reduce its environmental footprint and protect against eventual changes associated with climate change.

**Equitable communities:** Expanding access to housing, jobs and high quality education for all, regardless of income, ethnicity or race, through increased inter-jurisdictional collaboration, diversity of housing choice, access to public transit, and linkages to job creation opportunities.

By developing strategic initiatives that address these areas of concern, the Sustainability Plan provides a call to action that LIRPC and partners can proactively advance. Not only do these initiatives provide a blueprint for progress and change, they also serve as a business plan for regional activities to steer the communities of Long Island to a brighter, more prosperous, stronger and sustainable future.





# E-7 Stimulate development and preservation of mixed-income workforce housing options

*Develop a regional policy framework that maintains a variety of housing types and prices, while advancing development of rental and multi-unit housing as an essential ingredient for retaining a strong, diverse workforce and increasing our tax base.*

**CONTEXT** Long Island’s communities were once an affordable, attractive alternative for families seeking a suburban lifestyle. Despite the current pause in price escalation, housing on Long Island has become significantly less attainable in comparison to times past and current expectations. From 2000 to 2007, the proportion of Long Islanders that spent more than 35% of their income on housing costs increased from one-quarter to more than a third of households.

Creating mixed-income development can mitigate the high-cost of living for some, and increase supply to everyone’s benefit. However, though the State mandate is to set aside 10% of new multi-family construction for workforce housing, its inclusion is decided at the local level, and is not uniform across jurisdictions. Moreover, there are long-established patterns of racial and income segregation on Long Island, due to past practices such as restrictive deed covenants and other historical patterns.

New construction is only part of the solution. Older neighborhoods near railroad stations are the primary setting for less costly housing on Long Island. Transit-supported development (TSD) and downtown enhancements can inadvertently cause displacement. Strategies are needed to secure existing lower-cost housing as much as to create new mixed-income and workforce housing developments.

## PROPOSED ACTIONS

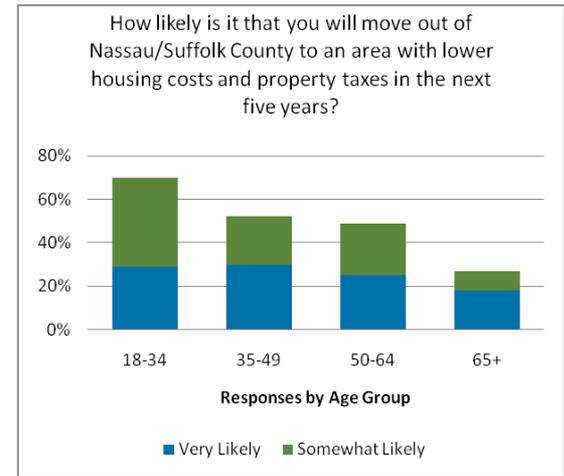
The LIRPC should take a leadership role in creating a regional framework for workforce housing policy.

**7.1 Near-term:** LIRPC should convene a housing task force to build Island-wide consensus on a set of regional workforce housing goals and fair housing plan, and draft a resource guide for local governments. The goals could be incorporated into the decision-making by Long Island governments with planning approval authority. Create a fair housing toolkit that would identify best practices and policy options that fit the variety of Long Island’s communities, and let localities decide what tools to employ.

**7.2 Mid-term:** Create a housing trust fund to ensure the preservation and development of affordable housing. Introduction of an aggressive funding mechanism for affordable housing can demonstrate Long Island’s commitment to fair housing and help forestall a challenge similar to the those now raised Westchester and previously in NJ. Options for funding the housing trust fund include: payments in lieu of on-site affordable housing development, CDBG funding, impact fees, and mitigation fees including for commercial development. Funds may also be raised through fees in exchange for density bonuses for developers in target downtown locations. These funds could be utilized to: (1) develop affordable housing units; (2) address foreclosures through counseling, aiding access to existing programs and other technical assistance; (3) create a property trust fund to acquire land for development of affordable housing; (4) provide low-interest loans or grants to affordable housing developers; (5) provide mortgages that reward transit-supported locations; (6) make energy efficiency loans or grants to qualifying homeowners; and (7) leverage housing trust fund projects, grants, and loans provided through HUD, CDBG, and HOME programs as well as New York State DHCR/nyhomes financing.

**7.3 Mid-term:** Offer streamlined approvals processes in exchange for inclusion of affordable housing in new developments. Localities could offer streamlined approvals (as proposed in Strategy TG-3) in conjunction with incentives and financing, for developers who agree to provide affordable housing units within new mixed-income developments.

**Likelihood of Moving Out of Long Island**



Source: LI Index 2009

December 2009

# Long Island 2035

## Visioning Initiative Final Report

PREPARED FOR

Long Island  
Regional Planning Council



BY THE LONG ISLAND 2035 STUDY TEAM

Regional Plan Association  
University Transportation Research Center  
Sustainable Long Island  
Vision Long Island

FUNDED BY



## 2.B. Building on Long Island's Existing Plans and Initiatives

Over the past few decades, Long Island and its communities have been the focus of a great many policy reports, studies and planning initiatives. These include polls that examined the values and priorities of Long Island residents, studies of critical issues, and reports that benchmark and analyze key trends, including such noteworthy examples as the Rauch Foundation's Long Island Index series. They also include a great variety of local and regional plans, community visions, transportation studies and project plans. Many are ongoing initiatives that are still evolving.

The wealth of information contained in this body of work also represents the existing planning framework for Long Island. Any new initiative needs to take account of these efforts, not only to avoid "reinventing the wheel," but also to relate new findings and recommendations in a way that adds value to the progress that has already been made in advancing shared objectives, new projects and long-standing planning initiatives.

The initiative's study team carried out a systematic review of nearly 200 of these reports issued since 1999 in an effort to incorporate their overarching issues and findings into this initiative.<sup>1</sup> An initial objective was to identify common themes and objectives that should shape the goals and principles of the Visioning Initiative.

Overall, these reports covered a broad range of policy and planning topics, including:

For analysis purposes, the reports were divided into two categories - Indicator & Policy Reports and Place-Based Reports - and then summarized by author, geographic scope, goals and issues, and findings according to the policy and planning topics listed above. The following is a general summary of this analysis.

The 97 Indicator & Policy Reports reviewed included Island-wide or County-wide reports that examine current trends, analyze policy, and provide recommendations for the Island. Authors of these reports included educational institutions such as Adelphi University and the University of Wisconsin. A great many reports were authored by such civic, business and advocacy organizations as Alliance for Quality Education, Erase Racism, Institute on Race and Poverty, Long Island Association, Long Island Housing Partnership, Long Island Rail Road, Long Island Community Council and the Long Island Progressive Coalition.

Additionally, many reports were developed by governmental institutions and utilities such as the East End Supervisors and Mayors Association, Long Island Power Authority, Long Island Regional Planning Board, Nassau County, Suffolk County, New York Metropolitan Transportation Council, New York State Department of Environmental Conservation and New York State Department of Transportation.

The majority of the 85 Place-Based Reports came about as the result of community visioning efforts initiated by the local municipalities. Although each plan had a unique focus, several goals and themes recurred across the studies and plans.

In general, many of the same broader policy and planning themes summarized from the Indicator & Policy Reports were echoed in the Place-Based reports and are summarized below under the headings of "Economic prosperity," "Social equity & community" and "Healthy environment:"

### Economic prosperity

- Benchmarking economic trends to other regions, often citing lagging performance compared to similar regions
- Need for multi-faceted strategy to create a strong business environment, including workforce quality, taxes and regulations
- Importance of downtown revitalization and smart growth to continued economic prosperity
- Identification of specific growth and development areas
- Workforce housing as an economic priority
- Importance of reducing congestion with rail investments and other transportation solutions
- Identification of federal transportation funding priorities
- Need to develop new research & technology development opportunities
- Addressing freight transportation needs
- Recruiting new businesses locally to provide jobs and meet residents' needs
- Balancing tax burdens and services provided, examining the tax-generating capacity of different development types
- Meeting infrastructure needs through capital improvement plans, improved management, modernization, and smart energy policy

### Social equity & community

- Documenting the existence of and emphasizing the need to break down the barriers of historical segregation
- Focus on the inequities of school performance
- Promoting solutions to a shortage of affordable housing, expanding options that include both rental and owner-occupied dwelling units
- Expanding workforce opportunities through education initiatives, job training and career development, and job access
- The need to eliminate tax inequities through property tax reform

<sup>1</sup> A list of these reports can be found in Appendix A.

Island as a place to live and work. The following summary highlights some of the main challenges facing Long Island, but is only a starting point for understanding and addressing these forces.

### Cost of housing:

Even with the decline in housing prices since 2007, housing affordability remains a significant challenge on Long Island.<sup>25</sup> Increases in home values have outpaced increases in income, which has made homeownership unaffordable for many low- to middle-income families. The share of households with a high housing cost burden—defined here as spending more than 35% of household income on housing—has increased between 2000 and 2007, the last year available, from about 27% to about 37%. Over half of these households are spending more than 50% of their household income on housing.<sup>26</sup> Even considering the declines in prices over the last two years, housing cost burdens are likely to remain high by historical standards, and the rising toll of housing foreclosures adds a new challenge.

While these issues are similar in high-cost suburbs throughout the United States, they raise issues of economic competitiveness and social equity for Long Island. High costs relative to income and to other locations can make it more difficult to attract and retain the workforce that drives the economy, particularly for younger workers who have yet to accumulate savings or salary increases necessary to find what is being called “Next Generation” housing on Long Island. The burden falls most heavily on low-income households with few options for either affordable rentals or home ownership.

### Tax levels:

Tax levels that are high relative to other regions are another challenge to Long Island’s affordability and competitiveness.<sup>27</sup> On average, growth in real property tax levies has exceeded the rate of inflation. Whereas inflation drove the overall price level (as measured by the Consumer Price Index) between 1998 and 2006 up by 27%, on average real property tax levies increased by between 33% (town governments) and 72% (school districts).<sup>28</sup>

Communities across Long Island experience a wide range of tax levels. The share of the tax levy a local government must collect from residents depends significantly on the amount of tax revenue that can be raised from commercial and industrial properties in the municipality. Whereas school districts in Carle Place and Mineola raise over \$10,000 per student through commercial and industrial revenue, districts with such as Cold Spring Harbor and Roosevelt raise less than \$400 per student from these sources.<sup>29</sup>

School tax levels are also related to school district spending and income. Some of this difference is driven by state and federal aid, which is distributed in greater amounts to lower-income school districts. The lower-tax school districts fund on average 56% of their own costs, as compared to 89% among the higher-tax school districts. Despite state and federal aid, the lower-tax, predominantly lower-income districts do not provide

educational resources to students at the same levels as do the higher-tax, predominantly higher-income districts. The 20% of school districts with the lowest-tax levies per household spend nearly \$8,000 less per student each year than do the highest-tax districts.<sup>30</sup>

### Wages and economic inequality:

Although the median household income on Long Island continues to exceed the figure nationwide, wage stagnation poses a challenge for Long Island. Adjusting for inflation, the median household income on the Island remained constant at about \$95,000 between 1998 and 2007. However, in the more recent period—between 2003 and 2007—real wages earned by the median household of four declined by 6%.<sup>31</sup>

Growth rates in wages on Long Island have not kept up with growth rates nationwide. Although Long Island wages per employee grew 3% from 1999 to 2007, in the United States wages per employee grew 7% over this period. In more recent years—between 2007 and 2008—Long Island wages per employee fell 5% even as U.S. wages per employee increased 3%.<sup>32</sup>

In the past decade, the gap in annual household income between Long Island’s highest-earners and its lowest-earners has widened. Between 1998 and 2007, incomes among the highest-earning 10% of Long Island households increased, even when controlling for inflation, by 9%. During this same period, incomes among the lowest-earning 10% of households dropped 4%.<sup>33</sup>

### Diminishing supply of developable land:

Nearly 500,000 acres, almost two-thirds of Long Island’s land surface, are covered with buildings, pavement and other man-made structures. (This includes yards, plazas and other small green spaces that are part of developed properties, so the figure somewhat underestimates the amount of green space on the Island.) Since significant portions of the remaining land are either preserved as open space or farms, or are unfeasible for development for topographical reasons, less than 9% of Long Island’s total land—about 70,000 acres—is currently feasible for the development of new residential, commercial or industrial activity. Most of this land is in eastern Suffolk County, although significant amounts remain in Nassau and western Suffolk.

This constrains the Island’s options for attracting and accommodating new employment or housing. Opportunities for new residential subdivisions, shopping malls or commercial development on vacant land are limited, so at some point new homes, offices, factories and stores can only be accommodated through redevelopment of previously developed land.

### Transportation constraints:

Much of Long Island’s transportation system, and particularly its commuter rail network, was designed to facilitate travel from east to west, most notably for commutation into Manhattan. However, as Long Island’s job base has grown and as population has moved further east, this system is becoming increasingly ill-equipped to handle the markets where demand is growing fastest, such as intra-Island – specifically north-

25 Long Island Index on “Housing Affordability”, [http://www.longislandindex.org/housing\\_affordability0.html](http://www.longislandindex.org/housing_affordability0.html)

26 2007 American Community Survey, US Census Bureau, [www.census.gov](http://www.census.gov)

27 Long Island Index on “Expenditures and Revenues”, [http://www.longislandindex.org/expenditures\\_revenues0.html](http://www.longislandindex.org/expenditures_revenues0.html)

28 New York State Education Department Website, [http://www.com.nysed.gov/farm/Profiles/profiles\\_cover.html](http://www.com.nysed.gov/farm/Profiles/profiles_cover.html); NYS ORPS data supplied by NYSED

29 Ibid.

30 Ibid.

31 Long Island Index on “Household Income Distribution”, [http://longislandindex.org/household\\_income\\_distribution0.0.html](http://longislandindex.org/household_income_distribution0.0.html)

32 Long Island on “Growth in Wages of the Past 10 Years”, [http://longislandindex.org/growth\\_wages0.html](http://longislandindex.org/growth_wages0.html)

33 Long Island Index on “Household Income Distribution”, [http://longislandindex.org/household\\_income\\_distribution0.0.html](http://longislandindex.org/household_income_distribution0.0.html)

of the stronger relationships found were the positive associations between auto ownership per household and the number of VMT, and between household income and the number of automobiles owned per household. Thus, all other things being equal, affluent households drive considerably more miles than less affluent households. Population density and distance from transit had some effects on auto ownership and VMT, but these were much smaller than for income. Since the alternative scenarios were not differentiated by either level of growth or income, they produced only slight differences in estimated VMT when using these estimates. Since the Transit Communities and Distributed Growth Scenarios would have higher densities and more people within half a mile of a train station, these scenarios would produce slightly fewer miles traveled. However, there are a number of other factors that would need to be considered to develop a more definitive estimate. The equations used to estimate VMT assumed that households with the same number of automobiles would drive the same number of miles regardless of distance to work or level of transit service. Also, the number of miles traveled is only an interim variable for determining highway congestion and driving times, which tend to be people's primary concerns.

Transit ridership is another travel characteristic that is dependent on many of the same variables as the amount of auto travel—level of job and population growth, income, distance and access to transit, the level of transit service, and the relative cost and convenience of transit compared to automobile travel and other types of transportation. The alternative scenarios can provide some measure of a few of these variables—density, type of development and distance to transit. The Transit Communities Scenario would be likely to produce the largest increases in transit ridership, not only because it would place more people and jobs within walking distance of a train station, but also because it assumes that new developments would emphasize design features that would facilitate walkable, mixed-use communities and transit use. The extent of the potential effects of these factors requires further analysis, including examination of how successful other places have been in encouraging transit use by implementing similar strategies.

### Transportation Cost Implications

The greatest investment in transit will most likely be required to accommodate the Growth Centers Scenario. The Distributed Growth Scenario may place a greater share of the population more than two miles from rail stations, but the distribution of population would be more dispersed than in the Growth Centers Scenario. The large concentrations of residents and jobs in sites that would make up the Growth Centers Scenario would require that a greater network of bus and rail be instituted to connect the centers to rail stations and other job centers. This could include the construction of new or reestablished rail stations, which, according to the LIRR, could cost between \$15-20 million for new stations on the East End or up to \$60 million for reopening stations like the one at Republic Airport. As for improvements to bus service, cost estimates cover a wide range, up to as much as \$49 million per mile for different degrees of Bus Rapid Transit (BRT), based on projects around the country.<sup>8</sup>

The Transit Communities Scenario would also require transit investments, but more targeted at and around existing rail stations, as well as for improvements in the service provided at these locations. These investments range from station-area improvements – which can cost around \$1-2 million – to major service improvements like the Main Line improvements and Third Track, which is estimated to cost about \$1.5 billion. As more of the population would be focused in downtowns with rail stations under this scenario, the need for more frequent and reliable train service would likely become a priority. As the East Side Access project (estimated to cost \$7.2 billion) is implemented, the number of LIRR riders is likely to increase substantially, potentially creating demand for further improvements. These could include electrification of rail lines that are now serviced by diesel trains (or updating the diesel service), new rail yards and greater track capacity. The LIRR estimates that electrification costs approximately \$18 million per mile.<sup>9</sup> In addition, the stations that serve these residents would also need to be updated to accommodate the expected additional riders.

Investments in roadways and in parking to accommodate more cars would also be required under each of the scenarios, but to different degrees. The Distributed Growth Scenario would require increased investment in new and expanded roadways that serve to connect the population, which would be most widely distributed under this scenario, to their destinations. Additionally, greater investment in parking would be required at these destinations. Structured parking is one solution to help accommodate increased populations. **Depending on the size, design and number of uses, constructing structured parking can range from \$4-\$13 million, based on recent estimates.**<sup>10</sup>

Similarly, under the Growth Centers Scenario, population and job growth would occur in areas that are further from transit. These new centers would require significant investment in new roadways and parking facilities, particularly on and in the vicinity of the redevelopment sites. While it is likely that less investment in new roadways would be required under the Growth Centers Scenario when compared to the Distributed Growth Scenario, it is likely that greater investment would be needed to expand the capacity of existing roads that serve these concentrated areas. By contrast, since the Transit Communities Scenario would experience more population growth in downtowns with existing rail service, it is likely that investments in new and expanded roadways would be less significant under this scenario.

### Housing Affordability

The issue of housing affordability – not just for low-income residents but also for middle-class families, young adults and seniors – is a high-priority, not only for the participants of the Visioning Workshop, but also to Long Islanders generally according to public opinion polls and the study team's review of recent reports. As with transportation, there are a number of factors that will affect housing costs relative to income in the future. These include the overall supply of housing, changes in income levels and distribution, and the level of subsidy provided by different branches of government.

8 Van Ness Avenue Bus Rapid Transit, <http://www.sctr.org/content/view/306/1524>; Schaller Consulting, "Bus Rapid Transit for New York City", [http://www.schallerconsult.com/pub/BRT\\_for\\_NYC.pdf](http://www.schallerconsult.com/pub/BRT_for_NYC.pdf); April 2006 Metro Magazine, "Analysis of Top Bus Rapid Transit Projects in North America", [http://www.metro-magazine.com/files/top25\\_2006.pdf](http://www.metro-magazine.com/files/top25_2006.pdf).

9 LIRR Planning.

10 Vision Long Island, "Preliminary Transportation, Wastewater & Green Infrastructure Priority Recommendations", <http://www.scribd.com/doc/14027320/Vision-Long-Island-Infrastructure-List>.

One variable that could have a major impact on housing affordability, and that is explicitly measured in the evaluation of the alternative scenarios, is the share and type of multi-family housing. In regions with few constraints on land availability for new housing, single-family housing can often be built as cheaply as buildings with multiple units. Indeed, for decades Long Island's success was predicated on its ability to provide moderately-priced single-family homes to a growing population. However, as land becomes increasingly scarce and expensive, building at higher densities can sometimes be the only economical way to construct units that are affordable to moderate income households. Multi-family buildings, whether a detached house with an accessory apartment or an apartment building, are much more likely to provide rental housing. Since renting a unit does not require the capital and credit history that purchasing a home requires, rental units can be more attainable for younger adults and for low and moderate income households.

As described earlier, all of the scenarios, and particularly the Transit Communities and Growth Centers Scenarios, weigh heavily toward the development of multi-family housing. All other factors being equal, this could help expand the number of rental units available and provide housing at a wider range of price levels. However, there are a number of other factors that could come into play. The overall growth in income and land values over time will be important considerations. Ultimately, government decisions to subsidize less expensive housing, either through direct cash subsidy or by requiring developers to sell or rent a certain share of units at below market prices, will be some of the key variables.

The scenarios also raise the issue of whether it is feasible to transition the Island from producing primarily single-family housing to primarily multi-family housing. At some point, the depletion of land available for single-family housing will force the change, but to implement the changes implied in some of the scenarios would require very aggressive land acquisition and transfer of development rights (TDR) programs in the near-term.

### Energy Consumption and Carbon Emission

Energy use is a key variable for the economy as well as the environment. It also depends on a number of factors, including energy sources, changes in consumer behavior and technology. However, changes in building type and construction, and in transportation use, are central issues. One factor that the scenarios can be used to assess is the amount of energy produced by the different numbers and types of single- and multi-family residential buildings projected in each alternative. Energy consumption data has been collected according to building type by the federal government, and can be applied to the projections for Long Island. For example, the U.S. Department of Energy publishes data that lists average energy consumption by housing type by region. These data show that in the Northeast U.S., single-family lots consume the greatest amounts of energy and remain fairly consistent across lot sizes. Duplex and triplex units use close to 30% less energy than single-family lots and the average Northeast apartment lot uses around 45% less energy.<sup>11</sup> Given that these data represent an average of the entire Northeast and that multi-family buildings on Long Island are likely to be much smaller than for the Northeast as a whole, it would be inaccurate to apply these numbers directly to multi-

family developments on Long Island. However, it still demonstrates that based on existing building characteristics, scenarios that emphasize multi-family dwellings would produce less energy per household from residential uses. It does not account for the commercial and transportation sectors, nor does it account for the costs of designing energy-efficient buildings. Most of the energy used comes from existing buildings, and retrofitting them for greater energy efficiency is more difficult and costly. There are some arguments, for example, that it is cheaper to improve the energy efficiency of single-family homes through window treatments and tree plantings. A full analysis of the energy implications of alternative futures would need to take all of these factors into account.

Measuring carbon emissions is a more direct method of determining the contribution of different development types to climate change. Similar to the data analyzed for energy consumption, inventories were developed by the study team for amounts of carbon emissions of different development types. In particular, estimates of carbon emissions per development type and land use were calculated using data from the American Housing Survey (2007) and The Department of Energy's Residential Energy Consumption Survey (RECS 2001)<sup>12</sup> and run through the Environmental Protection Agency's Carbon Emissions Calculator (from U.S. Inventory of Greenhouse Gas Emissions and Sinks, 2007).<sup>13</sup> These calculations indicate slight reductions in the amount of carbon emitted by multi-unit developments. Thus, it could be said that the Growth Centers Scenario, which would have the most multi-family units, would emit slightly less than the Distributed Growth Scenario, which would have more single-family homes. As with energy use, a full analysis of carbon emissions would need to account for commercial and transportation sectors, energy sources, and the costs of retrofitting different types of existing buildings.

### Water Quality

Water quality is affected by a number of factors, including the location and type of development, wastewater treatment and stormwater runoff. The Visioning Initiative examined some of the factors in relation to the scenarios. As with the other issues cited in this section, the assessments were preliminary and require further analysis.

Stormwater runoff occurs when precipitation flows over the ground. As it does so, it picks up pollutants – such as sediment, nutrients, pathogens, debris and hazardous waste – that are present on the surface and transports them to our waterbodies and coastal areas where they have deleterious environmental impacts. Paved surfaces, due to their impervious nature, exacerbate the impacts of stormwater runoff. Thus, development that uses larger areas of impervious surface can often have a more harmful impact on waterbodies and coastal ecosystems. Data compiled by the National Oceanic and Atmospheric Administration and used by the Visioning Initiative study team, associates different development types with amount of runoff.<sup>14</sup> As would be expected, those development types that have less impervious surface – such as large lot single-family homes – tend to have lower stormwater runoff rates than those with greater amounts of impervious surface – like malls. Small lot single-family homes and multi-family units tend to have the highest

12 US Department of Energy Residential Consumption Survey, <http://www.eia.doe.gov/cmeu/recs/>.

13 US Environmental Protection Agency, <http://epa.gov/climatechange/emissions/basinventoriesreport07.html>.

14 National Oceanic and Atmospheric Administration, [http://www.noaa.gov/crs/cwq/pdf/\\_nspect/N-SPECT\\_TechnicalGuide.pdf](http://www.noaa.gov/crs/cwq/pdf/_nspect/N-SPECT_TechnicalGuide.pdf).

11 US Department of Energy website, <http://www.eia.doe.gov/cmeu/consumption/index.html>.

# **SUFFOLK COUNTY WORKFORCE HOUSING NEEDS ASSESSMENT AND RESPONSES**



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**FINAL REPORT**

*Income-Constrained Households in 2005*

Table 2.4 presents totals for low-, moderate-, and middle-income households for Suffolk County in 2005. Notice that the data are broken down into several regions. These are the Public Use Microdata Areas (PUMAs) and are based on areas of roughly equal population. Within each area, Census 2000 data are presented based on a 5 percent sampling rate. The PUMAs, while not ideal, allow the identification and projection of workforce housing characteristics at the sub-county level.

In 2005, CUPR estimates that there were a total of 306,598 income-constrained households with income equal to or less than 120 percent of the median in Suffolk County. This represents 61.2 percent of the total households in the county. Of these income-constrained households, 104,029 (33.9 percent) are considered low-income, 86,464 (28.2 percent) are considered moderate-income, and 116,105 (37.9 percent) are considered middle-income.

**Table 2.4**  
**Income Constrained Households by PUMA Region**  
**Suffolk County, 2005 Estimate**

PUMA Region	Low	Moderate	Middle	Total Income Constrained	Total House- holds	Percent of Region Income Constrained
Babylon, Northwest	9,138	7,167	9,452	25,757	37,720	68.3%
Babylon, Southeast	7,763	6,862	9,321	23,946	36,248	66.1%
Brookhaven North (Port Jefferson area)	7,815	6,029	8,458	22,302	39,800	56.0%
Brookhaven, Central (Medford area)	9,005	7,496	9,752	26,253	40,532	64.8%
Brookhaven, East	8,985	8,027	10,513	27,525	39,798	69.2%
Brookhaven, West (Centereach area)	6,180	6,781	9,251	22,212	35,336	62.9%
East End	15,186	10,135	10,713	36,034	53,765	67.0%
East Hampton	2,043	1,454	1,703	5,200	8,716	59.7%
Riverhead	3,676	2,202	2,267	8,145	11,375	71.6%
Shelter Island	205	102	199	506	806	62.8%
Southampton	6,126	4,563	4,853	15,542	23,551	66.0%
Southold	3,136	1,814	1,691	6,641	9,317	71.3%
Huntington	10,502	8,881	13,814	33,197	69,976	47.4%
Islip, East	6,906	6,272	9,359	22,537	38,416	58.7%
Islip, Northwest	8,560	6,783	7,929	23,272	31,289	74.4%
Islip, Southwest	7,916	6,168	9,083	23,167	37,868	61.2%
Smithtown	6,074	5,862	8,460	20,396	40,382	50.5%
<b>Total</b>	<b>104,030</b>	<b>86,463</b>	<b>116,105</b>	<b>306,598</b>	<b>501,130</b>	<b>61.2%</b>

*Kitchen Facilities.* Adequate kitchen facilities are considered essential for food preparation functions. The ingestion of foods prepared under unsanitary conditions or under such conditions that encourage spoilage or that are uncooked is clearly a threat to good health.<sup>14</sup> The basic components considered essential for a complete kitchen are: a sink with piped water, a refrigerator, and a range or cookstove. The absence of any of these facilities is a signal of deficient housing conditions.

*Heating Fuel.* A reliable and safe heating source is essential for year-round occupancy of housing in many areas of the United States, including New York State. The absence of heating fuel or reliance on such potentially hazardous heating sources as coal, coke, and wood is an indication of housing deficiency.

Using these four indicators of housing quality, the CUPR methodology classifies housing units as deficient *if any two quality measures indicate a substandard condition.* Following this definition, *a total of 1,502 housing units occupied by low-, moderate-, and middle-income households in Suffolk County in 2005 are identified as deficient* (Table 2.5). As expected, these units represent only a very small proportion of the housing stock (averaging around 0.5 percent). Table 2.6 shows deficient units by region. Although the East End (Southampton and Southold), Huntington, and Northwest Babylon lead the way due to the size of their populations, Northwest Islip and Central Brookhaven both appear to have greater concentrations of deficient units than the relative distributions of their households would indicate.

**Table 2.5**  
**Households Living in Deficient Units**  
**Suffolk County by Income Group, 2005 Estimate**

<b>Income Group</b>	<b>Households in Deficient Units</b>	<b>Percent of Income Group</b>
<b>Low Income</b>	644	0.6%
<b>Moderate Income</b>	456	0.5%
<b>Middle Income</b>	402	0.3%
<b>Total</b>	<b>1,502</b>	

<sup>14</sup>Ibid.

**Table 2.6**  
**Households Living in Deficient Units**  
**Suffolk County by PUMA Region, 2005 Estimate**

PUMA Region	Households in Deficient Units	Percent of Total
Babylon, Northwest	245	16.3%
Babylon, Southeast	68	4.5%
Brookhaven North (Port Jefferson area)	6	0.4%
Brookhaven, Central (Medford area)	149	9.9%
Brookhaven, East	50	3.3%
Brookhaven, West (Centereach area)	82	5.5%
East End	254	16.9%
East Hampton	10	0.7%
Riverhead	24	1.6%
Shelter Island	31	2.1%
Southampton	82	5.5%
Southold	106	7.1%
Huntington	257	17.1%
Islip, East	116	7.7%
Islip, Northwest	176	11.7%
Islip, Southwest	81	5.4%
Smithtown	19	1.3%
<b>Total</b>	<b>1,502</b>	<b>100.0%</b>

#### 2.2.4 Defining Housing Need: Measuring Overcrowding

The degree of crowding within a dwelling unit is directly related to the potential quality of life of the householders as well as the wear and tear sustained by the structure. The American Public Health Association standards support the notion that a degree of privacy is essential for safety and well-being. The actual point at which the number of persons in a dwelling unit becomes a threat to health and safety is uncertain. However, the value of more than one person per room (1.01) is commonly used by HUD in housing programs as the threshold for defining living conditions as substandard.

In previous studies, CUPR used overcrowding as just one of the measures of housing deficiency. Suffolk County has asked CUPR to identify separately those units that are considered overcrowded. Table 2.7 shows that CUPR has identified 6,242

overcrowded, non-deficient units occupied by low- and moderate-income households in Suffolk County. Rates of overcrowding seem somewhat stable across income groups, averaging a little more than 2.0 percent. Table 2.8 illustrates that nearly 25 percent of all overcrowded units are found in Northwest Islip; 11.4 percent are found in East Brookhaven; and 9.7 percent are found in Northwest Babylon. Of the East End communities, Riverhead has the most (5.8 percent).

**Table 2.7**  
**Households Living in Overcrowded Units<sup>15</sup>**  
**Suffolk County by Income Group, 2005 Estimate**

Income Group	Households in Overcrowded Units	Percent of Income Group
Low Income	2,269	2.2%
Moderate Income	1,909	2.2%
Middle Income	2,064	1.8%
<b>Total</b>	<b>6,242</b>	

**Table 2.8**  
**Households Living in Overcrowded Units**  
**Suffolk County by PUMA Region, 2005 Estimate**

PUMA Region	Households in Overcrowded Units	Percent of Total
Babylon, Northwest	608	9.7%
Babylon, Southeast	327	5.2%
Brookhaven North (Port Jefferson area)	288	4.6%
Brookhaven, Central (Medford area)	439	7.0%
Brookhaven, East	710	11.4%
Brookhaven, West (Centereach area)	246	3.9%
East End	849	13.6%
East Hampton	224	3.6%
Riverhead	359	5.8%
Shelter Island	0	0.0%
Southampton	230	3.7%
Southold	35	0.6%
Huntington	515	8.3%

<sup>15</sup> To avoid double counting, these figures do not include households that were found to be in deficient units, identified in tables 2.5 and 2.6.

Islip, East	302	4.8%
Islip, Northwest	1554	24.9%
Islip, Southwest	247	4.0%
Smithtown	157	2.5%
<b>Total</b>	<b>6,242</b>	<b>100.0%</b>

The discussion in the above two sections has focused on housing need in terms of the physical characteristics of dwelling units. It has described the measurement of physical inadequacy and crowding by the use of housing quality indicators found in the *U.S. Census of Population and Housing*. Another housing problem, and one of growing concern to policymakers, is housing affordability. The study now turns to a discussion of this issue.

#### 2.2.5 Defining Housing Need: Measuring Excessive Cost Burden

Beginning in the late 1970s, housing costs began to rise rapidly with incomes failing to keep up with costs.<sup>16</sup> In the last few decades, cost burden has become an increasing problem for American households in general, but the data show that the burden has fallen particularly heavily on the nation's poorest families. For example, 56 percent of the nation's low- or lower-middle-income households were moderately or severely cost-burdened in 2001. At the same time, the number of substandard units has been decreasing. In 2001, only about 3 percent of the nation's low- or lower-middle-income housing units were classified as severely inadequate.<sup>17</sup> To summarize, the data for both all households and for the neediest households show that the problem of excessive housing cost burden has been increasing while physically inadequate housing has been decreasing.

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<sup>16</sup>William C. Apgar, Jr., "The Leaky Boat: A Housing Problem Remains," in *Housing America's Poor*, edited by Peter D. Salins (Chapel Hill: University of North Carolina Press, 1987), p. 67.

<sup>17</sup> Joint Center for Housing Studies of Harvard University. 2003. *The State of the Nation's Housing*. Cambridge, MA, p. 40.

### *CUPR Methodology for Identifying Excessive Cost Burden*

The CUPR methodology for identifying excessive cost burden is based on federal household eligibility standards for rental assistance programs. Since 1983, Congress has given preference for admission to HUD's rental assistance programs to income-constrained households that pay more than 50 percent of income for rent.<sup>18</sup> These are the "worst case" families, with priority needs, as compared with those that have "lesser problems," defined as rent burdens between 30 percent and 50 percent of income.<sup>19</sup> Thus, the CUPR methodology defines two categories of excessive cost burden: *those households that pay over 30 percent but less than 50 percent of their income for rent are moderately cost-burdened; those that pay more than 50 percent of their income for rent are severely cost-burdened.* Owner households are included if they are paying above 50 percent of their income for housing, but are not included in the 30-50 percent category because homeownership represents an investment for which families are often willing to pay a disproportionate share of their income for a variety of reasons. It is assumed that the taking on of a high housing burden includes an element of choice involving either a preference for extensive housing consumption, the expectation of future income increases, the desire for tax benefits associated with homeownership, building equity, or an attempt to benefit from the investment leveraging possible in an era of rising housing prices. Location in better school communities and in safer neighborhoods is also part of the rationale for lower-income home ownership.

In order to calculate housing costs for excessive cost burden, gross rents are used for rental housing and total housing costs are used for ownership housing. As such, both rental and ownership housing cost burden as percent of income figures include expenses for heat, electricity, and water/sewer.

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<sup>18</sup>William C. Apgar, Jr., "The Leaky Boat: A Housing Problem Remains," in *Housing America's Poor*, edited by Peter D. Salins (Chapel Hill: University of North Carolina Press, 1987). Preference is also given to income-constrained households that live in substandard housing or that have been involuntarily displaced.

<sup>19</sup> *Ibid.*

Two groups of households are removed from the cost burden analysis. One group is owner households living in a unit valued at \$80,000 or more without a mortgage. These households are considered to have assets available despite their low level of reported income. The other group comprises units occupied solely by persons 18 to 24 who are enrolled in college. These units are considered temporary student housing and are not considered as cost-burdened.

Following the above methodology, the study identifies as excessively cost-burdened (not deficient, not crowded) a total of 93,989 income-constrained households in Suffolk County in 2005 (Table 2.9). As would be expected, the vast majority of all cost-burdened households are found among those with the lowest incomes. Sixty percent of all low-income households are cost-burdened, and most are severely cost-burdened. At the other extreme, only 7 percent of middle-income households are cost-burdened. Table 2.10 shows that cost burden is found in somewhat larger proportion in the East End (Southampton and Riverhead), Huntington, Northwest Babylon, and Central Brookhaven.

**Table 2.9**  
**Cost-Burdened Households**  
**Suffolk County by Income Group, 2005 Estimate**

Income Group	Moderate Cost Burden	Severe Cost Burden	Total Cost Burdened	Percent of Income Group
Low Income	7,317	54,330	61,647	61.0%
Moderate Income	10,219	14,355	24,575	29.2%
Middle Income	2,179	5,588	7,767	6.8%
<b>Total</b>	<b>19,715</b>	<b>74,273</b>	<b>93,989</b>	

Table 2.10  
Cost-Burdened Households  
Suffolk County by PUMA Region, 2005 Estimate

PUMA Region	Cost-burdened Households	Percent of Total
Babylon, Northwest	9,138	9.7%
Babylon, Southeast	7,187	7.6%
Brookhaven North (Port Jefferson area)	6,212	6.6%
Brookhaven, Central (Medford area)	8,688	9.2%
Brookhaven, East	8,035	8.5%
Brookhaven, West (Centereach area)	5,788	6.2%
East End	10,291	10.9%
East Hampton	2,048	2.2%
Riverhead	2,697	2.9%
Shelter Island	130	0.1%
Southampton	3,678	3.9%
Southold	1,738	1.8%
Huntington	10,053	10.7%
Islip, East	7,090	7.5%
Islip, Northwest	7,729	8.2%
Islip, Southwest	7,571	8.1%
Smithtown	6,208	6.6%
<b>Total</b>	<b>93,989</b>	<b>100.0%</b>

*Summary – Components of Existing Housing Demand*

Existing workforce housing demand (2005) in Suffolk County encompasses approximately 102,000 households (101,734). Ninety-three percent of the 102,000 households comprise cost-burdened demand (94,000 households), of which about 80 percent (74,000 households) represents severe cost burden (Table 2.11). About 6 percent involves households that are crowded (6,242 households), and about 1 percent involves households that live in deteriorated housing (1,502 households). Clearly, existing workforce housing demand in Suffolk County in 2005 is demand relating to cost burden. While this will be discussed subsequently, it should be realized that only a portion of this “backlog” cost-burdened housing demand can be addressed by procedures that might be set in place as part of a workforce housing program. It should also be realized that this is an income as opposed to a housing problem. Housing is sound and not crowded. Existing workforce housing demand is the most severe in the East End (Southampton and Riverhead) and Huntington (10–11 percent of total). Again, this is driven primarily by

cost-burdened housing demand. This is followed by Northwest Babylon, Northwest Islip, and Central/East Brookhaven. It is least in Port Jefferson, Centereach, and Smithtown (6 percent each), which have lower cost-burden demand numbers.

**Table 2.11**  
**Components of Workforce Housing Demand (Households)**  
**Suffolk County by Region, 2005**

PUMA Region	Income Constrained (Households)	Deficient (Occupied Housing Units) <sup>a</sup>	Crowded (Households)	Cost- burdened (Households)	Total Workforce Housing Demand (Households)	Percentage of Total Households
Babylon, Northwest	25,757	245	608	9,138	9,992	9.8%
Babylon, Southeast	23,946	68	327	7,187	7,582	7.5%
Brookhaven North (Port Jefferson area)	22,302	6	288	6,212	6,506	6.4%
Brookhaven, Central (Medford area)	26,253	149	439	8,688	9,276	9.1%
Brookhaven, East	27,525	50	710	8,035	8,795	8.6%
Brookhaven, West (Centereach area)	22,212	82	246	5,788	6,116	6.0%
East End	36,034	254	849	10,291	11,393	11.2%
East Hampton	5,200	10	224	2,048	2,282	2.2%
Riverhead	8,145	24	359	2,697	3,080	3.0%
Shelter Island	698	31	0	130	161	0.2%
Southampton	15,543	82	230	3,678	3,990	3.9%
Southold	6,448	106	35	1,738	1,879	1.8%
Huntington	33,197	257	515	10,053	10,825	10.6%
Islip, East	22,537	116	302	7,090	7,508	7.4%
Islip, Northwest	23,272	176	1,554	7,729	9,458	9.3%
Islip, Southwest	23,167	81	247	7,571	7,899	7.8%
Smithtown	20,396	19	157	6,208	6,384	6.3%
<b>Total</b>	<b>306,598</b>	<b>1,502</b>	<b>6,242</b>	<b>93,989</b>	<b>101,734</b>	<b>100.0%</b>

Note: a. An occupied housing unit is equivalent to a household.

### 2.3 Projected Workforce Housing Demand, 2005-2020

The method used to measure projected (2005-2020) workforce housing demand by low-, moderate-, and middle-income households requires several consecutive steps.

Application of age-specific headship rates (Table 2.13) to population figures for the county (see Table 2.12) yields household estimates by age group for 2020 (Table 2.14). Suffolk County household calculations for the period 2005 to 2020 show a substantial increase in households in the older age groups (55 and older) and in the early child-raising group (25-34), with the former groups increasing by 18 to 55 percent and the 25-44 age group increasing by 17 percent. At the same time, the data show a general decline in households in the prime income-earning age cohorts (35-54). The largest increase in terms of absolute numbers is in the 55-64 age group, with an increase of 36,000 of the total 69,000 increase. Overall, there is a slightly less than one percent annual growth rate (0.9 percent), or 69,000 households, to 570,000 from the 501,000 households found in 2005.

**Table 2.14**  
**Suffolk County Household Estimates, 2005-2020**

	2005	2020	Change	Percent
15 to 24 years	7,539	7,330	-209	-2.8%
25 to 34 years	60,145	70,105	9,960	16.6%
35 to 44 years	115,162	98,127	-17,035	-14.8%
45 to 54 years	117,175	116,140	-1,035	-0.9%
55 to 64 years	91,700	127,770	36,070	39.3%
65 to 74 years	56,635	88,162	31,527	55.7%
75 years and over	52,774	62,630	9,856	18.7%
<b>Total</b>	<b>501,131</b>	<b>570,264</b>	<b>69,133</b>	<b>13.8%</b>

Given these calculations of total household growth for 2005 to 2020, next it is necessary to determine the proportion of these total households that can be classified as income constrained, and thus the number of households in the target population.

#### *Projected Demand for Workforce Housing*

The preceding household projections by age cohort provide the necessary building blocks to project future demand for workforce housing by low-, moderate-, and middle-income households. Future growth in workforce housing need is a function of the contribution of each age cohort to total household growth and the percentage of each age cohort classified as low, moderate, and middle income. Once again, it is important to note

that application of a single low-, moderate-, and middle-income fraction to total household growth obscures the complexity of the income characteristics of those households comprising total household growth over a given period. Instead, the percentage share of low-, moderate-, and middle-income households within each age cohort in 2005 is applied to the age-adjusted total household projections for 2020.

The income limits for income-constrained households in 2020 are shown in Table 2.15. In 2020, CUPR projects that median household income in Suffolk County will be \$128,316 (2020\$).

**Table 2.15**  
**Income Cut-Offs for Low-, Moderate- and Middle-Income Households**  
**Suffolk County, 2020**

Income Group	Household Size							
	1	2	3	4	5	6	7	8 or more
Middle Income	\$107,785	\$123,183	\$138,581	\$153,979	\$166,298	\$178,616	\$190,934	\$203,253
Moderate Incom	\$71,857	\$82,122	\$92,388	\$102,653	\$110,865	\$119,077	\$127,289	\$135,502
Low Income	\$44,911	\$51,326	\$57,742	\$64,158	\$69,291	\$74,423	\$79,556	\$84,689

Total household growth by age cohort for 2005 to 2020 is calculated together with the percentage of growth in each age group classified as low, moderate, or middle income. The resulting increase or decrease in these classified households by age cohort, when summed, yields total growth in workforce housing demand for the year 2005 to the year 2020 (Table 2.16). These data are summarized by subarea of the County in Table 2.17.

**Table 2.16**  
**Projected Increase in Workforce Housing Demand**  
**Suffolk County by Income Group, 2005-2020**

Income Group	2005	2020	Increased Demand	Percent Increase
Low Income	94,540	110,598	16,058	17.0%
Moderate Income	85,879	97,436	11,557	13.5%
Middle Income	116,051	128,079	12,028	10.4%
Total Income Constrained	296,470	336,113	39,643	13.4%

Two groups of households are not considered when developing the future demand. These are (1) owner households that occupy a unit valued at \$80,000 or more

and do not have a mortgage, and (2) units occupied solely by persons 18 to 24 who are college students. The first group is considered to have assets available beyond reported income, and the second is considered to be temporary student housing. These groups are removed from the calculation of increased demand.

**Table 2.17**  
**Projected Increase in Workforce Housing Demand**  
**Suffolk County by Region, 2005-2020**

Towns	Low Income	Moderate Income	Middle Income	Total Increased Demand	Percent of Total
Babylon	1,975	1,461	1,571	5,007	12.6%
Brookhaven	6,132	3,949	4,291	14,373	36.3%
East End	3,467	2,393	2,083	7,942	20.0%
East Hampton	473	241	344	1,057	2.7%
Riverhead	792	579	113	1,484	3.7%
Shelter Island	72	107	95	273	0.7%
Southampton	1,456	1,068	1,135	3,659	9.2%
Southold	673	400	398	1,471	3.7%
Huntington	803	905	1,080	2,789	7.0%
Islip	2,892	1,908	1,894	6,693	16.9%
Smithtown	789	941	1,109	2,840	7.2%
<b>Total</b>	<b>16,058</b>	<b>11,557</b>	<b>12,029</b>	<b>39,643</b>	<b>100.0%</b>

The projected growth in low-, moderate-, and middle-income housing need for 2005 to 2020 is 39,643 households in Suffolk County (see Table 2.16). Thus, the growth in low-, moderate-, and middle-income housing need is a function of county trends in total household growth and in the age-specific composition of that growth. In terms of specific subarea, projected demand by low-income/middle-income households is most in Brookhaven (14,372 households) and Islip (6,693 households); it is least in Huntington (2,789 households) and Smithtown (2,840 households) (Table 2.17).

#### **2.4 Summary of Existing and Projected Workforce Housing Demand**

The preceding data on existing and projected demand for workforce housing are summarized in Table 2.18. To recapitulate, existing demand is defined as comprising three groups: (1) the number of low-, moderate-, and middle-income households living

in deficient housing in 2005; (2) the number of low-, moderate-, and middle-income households with overcrowded (not deficient) conditions in 2005; and (3) cost-burdened households in 2005. As was noted earlier, this last category is by far the largest. Projected demand comprises the increase in the number of low-, moderate-, and middle-income households (regardless of housing condition) during the period 2005 to 2020.

**Table 2.18**  
**Total Workforce Housing Demand**  
**Suffolk County by Income Group, 2005-2020**

Income Group	Households in Deficient Units	Overcrowded Units	Total Cost- Burdened	Existing Demand 2005	Projected Demand 2020	Total Housing Demand 2005- 2020
Low Income	644	2,269	61,647	64,560	16,058	80,619
Moderate Income	456	1,909	24,575	26,940	11,557	38,497
Middle Income	402	2,064	7,767	10,233	12,028	22,261
<b>Total</b>	<b>1,502</b>	<b>6,242</b>	<b>93,989</b>	<b>101,734</b>	<b>39,643</b>	<b>141,377</b>

Existing 2005 low-, moderate-, and middle-income demand in Suffolk County consists of about 101,734 households. Demand for workforce housing in Suffolk County is projected to increase by about 39,643 low-, moderate-, and-middle income households between the year 2005 and the year 2020. Thus, total workforce housing demand for Suffolk County from the year 2005 to the year 2020 is about 141,380 households. Of these approximately 141,380 existing and future housing-limited households, about 80,620 are low income, 38,500 are moderate income, and 22,260 are middle income. Further, the largest numbers of the 141,380 households are in Brookhaven (45,065) and Islip (31,558); middle numbers are in Babylon (22,581) and the East End (19,336—40 percent in Southampton); and the smallest numbers are in Huntington (13,614) and Smithtown (9,223) (Table 2.19).

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Moderate Income	456	1,909	24,575	26,940	11,557	38,497
Middle Income	402	2,064	7,767	10,233	12,028	22,261
<b>Total</b>	<b>1,502</b>	<b>6,242</b>	<b>93,989</b>	<b>101,734</b>	<b>39,643</b>	<b>141,377</b>

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**Table 2.19**  
**Total Workforce Housing Demand (Households)**  
**Suffolk County by Region, 2005-2020**

Region	Existing Demand (2005)			Total Existing Demand (Households)	Projected Demand (2020) (Households)	Total Demand (2005-2020) (Households)
	Deficient (Occupied Housing Units)†	Crowded (Households)	Cost-Burdened (Households)			
Babylon, Northwest	245	608	9,138	9,992		
Babylon, Southeast	68	327	7,187	7,582		
<b>Babylon Total</b>	<b>313</b>	<b>935</b>	<b>16,325</b>	<b>17,574</b>	<b>5,007</b>	<b>22,581</b>
Brookhaven North (Port Jefferson area)	6	288	6,212	6,506		
Brookhaven, Central (Medford area)	149	439	8,688	9,276		
Brookhaven, East	50	710	8,035	8,795		
Brookhaven, West (Centereach area)	82	246	5,788	6,116		
<b>Brookhaven Total</b>	<b>287</b>	<b>1,684</b>	<b>28,722</b>	<b>30,693</b>	<b>14,372</b>	<b>45,065</b>
East Hampton	10	224	2,048	2,282	1,082	3,364
Riverhead	24	359	2,697	3,080	1,519	4,599
Shelter Island	31	0	130	161	91	252
Southampton	82	230	3,678	3,990	3,745	7,735
Southold	106	35	1,738	1,879	1,505	3,384
<b>East End Total</b>	<b>254</b>	<b>849</b>	<b>10,291</b>	<b>11,393</b>	<b>7,942</b>	<b>19,336</b>
Huntington	257	515	10,053	10,825	2,789	13,614
Islip, East	116	302	7,090	7,508		
Islip, Northwest	176	1,554	7,729	9,458		
Islip, Southwest	81	247	7,571	7,899		
<b>Islip Total</b>	<b>373</b>	<b>2,102</b>	<b>22,390</b>	<b>24,865</b>	<b>6,693</b>	<b>31,558</b>
Smithtown	19	157	6,208	6,384	2,840	9,223
<b>County</b>	<b>1,502</b>	<b>6,242</b>	<b>93,989</b>	<b>101,734</b>	<b>39,643</b>	<b>141,377</b>

Note: † An occupied housing unit is equivalent to a household.

**Table 2.20**  
**Total Workforce Housing Demand and Supply (Households)**  
**Suffolk County, 2005-2020**

Income Group	Total Workforce Housing Demand 2005-2020		Total Workforce Housing Supply 2005-2020		Total Filtering 2005-2020		Total Unmet Workforce Housing Need 2005-2020
Low Income		80,619	(-) 2,675	(-) 500	(-) 500	77,444	
Moderate Income		38,497	(-) 5,778	(-) 1,500	(-) 1,500	3,219	
Middle Income		22,261	(-) 9,648	(-) 3,053	(-) 3,053	9,560	
<b>Total</b>		<b>141,377</b>	<b>(-) 18,101</b>	<b>(-) 5,053</b>	<b>(-) 5,053</b>	<b>118,223</b>	

**Table 2.21**  
**Unmet Need (Future Growth) by Community Area (Households)**  
**Suffolk County, 2005-2020**

	Projected Supply (Including Filtering)				Projected Increase in Need 2005-2020				Supply as % of Demand			
	less than 50% of median	50 to 80% of median	80 to 120% of median	Total	less than 50% of median	50 to 80% of median	80 to 120% of median	Total	less than 50% of median	50 to 80% of median	80 to 120% of median	Total
Babylon	564	890	914	2,369	1,975	1,461	1,571	5,007	29%	61%	58%	47%
Brookhaven	411	2,906	7,288	10,606	6,132	3,949	4,291	14,373	7%	74%	170%	74%
East End	1,115	659	1,311	3,085	3,467	2,393	2,083	7,942	32%	28%	63%	39%
East Hampton	363	151	240	753	480	249	355	1,082	76%	61%	68%	70%
Riverhead	393	261	589	1,242	803	597	117	1,519	49%	44%	505%	82%
Shelter Island	11	7	14	31	24	36	32	91	46%	20%	44%	34%
Southampton	267	189	361	818	1,477	1,101	1,171	3,745	18%	17%	31%	22%
Southold	81	52	108	242	683	412	411	1,505	12%	13%	26%	16%
Huntington	132	387	533	1,052	803	905	1,080	2,789	16%	43%	49%	38%
Islip	769	2,392	2,366	5,527	2,892	1,908	1,894	6,693	27%	125%	125%	83%
Smithtown	183	43	288	515	789	941	1,109	2,840	23%	5%	26%	18%
<b>County Total</b>	<b>3,175</b>	<b>7,278</b>	<b>12,701</b>	<b>23,154</b>	<b>16,058</b>	<b>11,557</b>	<b>12,029</b>	<b>39,644</b>	<b>20%</b>	<b>63%</b>	<b>106%</b>	<b>58%</b>

**Table 2.22**  
**New Housing Units (Renter or Owner) That Can Be Afforded in Suffolk County**  
**Based on a Comparison of Housing Price Levels Versus Wage Levels**

Town/Area	New Units Constructed in Suffolk	New Units That Can Be Afforded by Those Who Work in the Town	Percentage of Households Accommodated
Babylon town	5,419	3,478	64.2%
Brookhaven town	27,581	10,083	36.6%
East End	12,246	3,724	30.4%
Huntington town	6,161	2,438	39.6%
Islip town	12,463	7,423	59.6%
Smithtown town	4,040	904	22.4%
County Total	67,910	28,050	41.3%

Suffolk County, the County may address more future workforce housing need than original growth plans have indicated. If more future growth occurs, some of the produced workforce housing may be directed to cost-burdened workforce housing need, of which only 5 percent is being addressed. The other categories of need still should be met individually, however. The rehabilitation workforce housing effort will require significant advertising to encourage owners of deteriorated properties to participate in the grant program. Future workforce housing need will require the county to create an environment of incentives to encourage inclusionary housing. Cost-burdened workforce housing need will require the county to pull in its belt and raise dedicated portions of the Mortgage Tax to support workforce housing.

The program of workforce housing provision (Table 3.7) takes Suffolk County to the forefront of all locations in meeting its workforce housing responsibility. All facets of the local workforce housing problem are simultaneously and thoroughly addressed. Responses at the community level are shown below.

### **3.5 Individual Workforce Housing Response by Communities of Suffolk County**

Workforce housing numbers by town are presented in Table 3.8. They are presented by Town and Village in Appendix A. These indicate for each of the political subdivisions in Suffolk County what effort would be necessary to meet annual workforce housing need. Clearly, each community is different and its community workforce housing needs are characterized by different components of response. The towns of Babylon, Brookhaven, Southampton, and Smithtown have the largest future need responses. These vary from approximately 155 units per year (Smithtown) to 251 units per year (Brookhaven). With regard to rehabilitation responses, Islip will require the most (25) followed by Babylon (21), Brookhaven (19), and then by Huntingdon (17). Crowding must be reacted to in the greatest annual responses in Islip (140), Brookhaven (112), and Babylon (62). Cost burden requires a significant response in Brookhaven (96), Islip (75), and Babylon (54). All of the above are annual number of units that either must be produced new, rehabilitated, reconfigured, or bought down in price to be more affordable

to workforce households. Villages have much smaller numbers and, along with the town outside of villages area, add to the overall town numbers.

**Table 3.8**

**Suffolk County Annual Workforce Housing Response (Towns)  
(Annual 2005–2020)**

Town	Response to Existing Need			Response to Future Need	Total Response
	Deficient Housing Units	Crowded Housing Units	Cost-Burdened Units (5%)	Additional Units	(2005-2020)
	(Rehabs)	(Additions/Reconfigurations)	(Buy Downs)	(New Construction)	Total
Babylon	21	62	54	176	313
Brookhaven	19	112	96	251	478
East Hampton	1	15	7	22	45
Riverhead	2	24	9	18	53
Shelter Island	2	1	0	4	7
Southampton	5	15	12	195	227
Southold	7	2	6	84	99
East End Subtotal	17	57	34	323	431
Huntington	17	34	34	116	201
Islip	25	140	75	78	318
Smithtown	1	11	20	155	187
County Total	100	416	313	1,099	1,928

Each individual community is clearly capable of devising its own strategies for meeting the above requirements. In the third section of this study, the research group recommended measures to begin to approach financing these need responses. These recommendations flow from the research team and may or may not comport with the response desires of Suffolk County or the individual communities involved.

The most important consideration for all involved is to realize that workforce housing is in short supply in eastern Long Island. Everything possible should be attempted to deal with the imbalance that currently exists between workforce housing demand and workforce housing supply. If this is not addressed, the local nonprofessional workforce will wither and even the middle-class professional workforce will be

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## **Transit-Centered Development**

The Long Island Mayors and Supervisors'  
Institute on Community Design

# Southampton: Speonk

Supervisor Linda A. Kabot  
Suffolk County

**Square Miles** 5.94  
**Population** 2,675



## KEY ISSUES

Determine best uses for developable land in the community while balancing open space preservation

Identify ways to increase industrial use while maintaining balance with residential uses

Create an identity that draws on the importance of the train station and makes Speonk more of a destination

## PROBLEM STATEMENT

As one of the East End's central commuter rail stations, Speonk serves the working members of its community. With an atypical mix of uses - including residential, industrial and agricultural - as well as tracts of developable land around the station, Southampton town needs to take a wise approach that balances these uses with any new mixed uses to create a new community around the station.

## BACKGROUND

While the town of Southampton has about 57,000 full-year residents, the population nearly triples every summer with an influx of tourists and summer vacationers. Despite the Town's popularity as a Hampton getaway, the hamlet of Speonk has remained remarkably true to its tight-knit, community roots.

With a railroad station that serves as the eastern terminus of many LIRR train runs, Speonk is a popular commuting community. Its single-platform station is surrounded by a variety of uses that illustrate the diversity of the hamlet. Directly adjacent to the station is one of the largest railroad freight yards on eastern Long Island, used for shipping by a nearby lumber yard. Next to that is an active wrecking yard, and just to the north is a 15-acre piece of forested land that the owner would like to see developed into a light industrial park. However, there is some controversy over this plan because the space is very close to single family homes as well as a working farm.

Other development proposals being considered within 1/4 mile of the train station include a mixed-use development with affordable housing on the "Old Speonk Hospital" site to the south and a 60-unit senior housing project on the site of a former feather factory to the north. These proposals follow on the heels of single family homes built directly southwest of the station, a rezoned Hamlet Commercial/Office area directly south of the station and multi-family condominiums just southeast of the station. Further, Speonk has a number of preserved open space areas within walking distance of the station.

## RESOURCE TEAM RECOMMENDATIONS

With a number of redevelopment prospects around a popular rail station, the Town of Southampton has a great opportunity to bring about an evolution in the image and function of Speonk. Striking a balance with agricultural, industrial and residential uses, Speonk could become a new east-end town center that retains its hard-working, residential roots.

### Creating a mixed-use main street

The Resource Team saw a great opportunity to develop a mixed-use, Main Street Corridor on N. Phillips Ave. This corridor would serve to connect the Hamlet green

and Hamlet Office/Commercial area in the south to the residential area north of the rail station. They recommended that the Town follow through on its plans to convert the "Old Speonk Hospital" site into affordable housing and storefronts, but with greater density. This site, along with the nearby rail station café, would serve as a catalyst to transition N. Phillips Avenue into a mixed-use main street. The street and sidewalks should be made more pedestrian friendly to encourage walking and use. The Team also recommended that the 15-acre site of the former feather factory - currently proposed as senior housing - should be reconsidered for use as workforce housing or a mixture of the two. Its location within 1/4 mile of the rail station would best serve commuters looking to live near rail.

### Tying industry to downtown

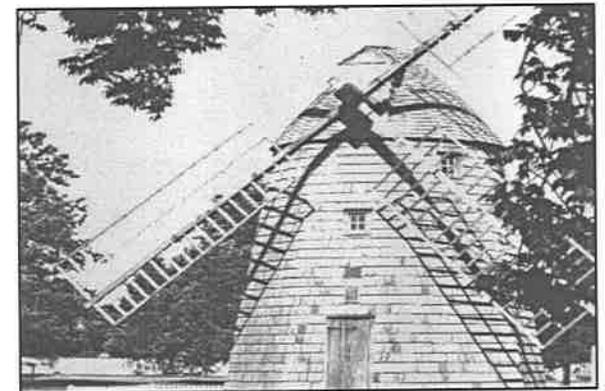
While industrial uses are typically replaced in transit-centered development, the Town sees great opportunity in expanding these uses around the rail tracks and has a willing property owner to work with. Given this preference, the Resource Team recommended using the owner's 15 acres to create a light industrial park. Such a space would provide space for businesses like Tate's Cookies - currently being relocated - while providing the Town with tax ratables. The industrial uses should be considerate of surrounding land uses. For example, "heavier industries" should be located closer to the tracks and should have an adequate forested buffer, while lighter industries can be placed closer to the residential areas. The team recommended shifting the use of the current wrecking yard to a similar, but greener, recycling facility. Greenhouses could be built at the north end of the property to support the adjacent farm or even a small wind farm. These greener uses will help to ensure long term-prosperity as the economy shifts in this direction. To further buffer the existing residential area and serve as a transition between the two uses, live/work units could be built on the eastern edge of the property to provide housing and work space for local artisans, craftsmen and farm workers.

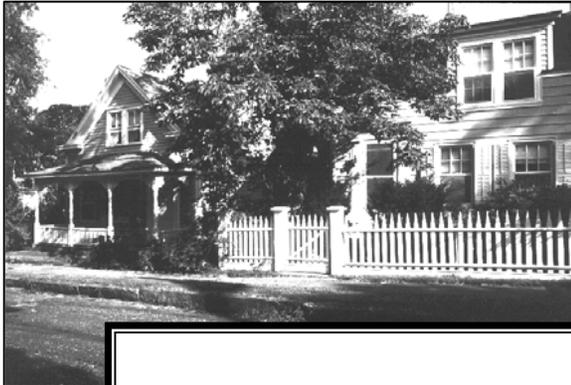
### Making the most of a local farm

The Hamlet's working farm, within 1/2 mile of the rail station, presents a number of unique opportunities. Rising gas costs are helping to fuel a local food movement that the Town could use the working farm to tap into. The Team recommended live/work homes in and around the industrial area to provide housing opportunities for farm workers, while expanding operations of the farm. The nearby industrial area and the farm's close proximity to the rail system could help to facilitate a local, agri-business hub that exports local goods throughout the east end (One recommendation was for "Hamptons Chips" grown from potatoes on the farm). Areas like the Hamlet green or community gardens could be the site of a major, regional farmers' market for vacationers and locals, and the farm could be used as an educational tool.

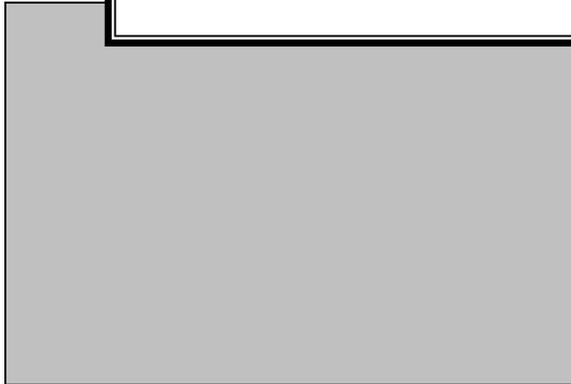


# SOUTHAMPTON TOMORROW COMPREHENSIVE PLAN UPDATE IMPLEMENTATION STRATEGIES SOUTHAMPTON, NEW YORK





**AFFORDABLE HOUSING**



# THE VISION FOR AFFORDABLE HOUSING

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SOUTHAMPTON SHOULD PURSUE REGULATORY AND FINANCIAL INCENTIVES THAT PROMOTE AFFORDABLE HOUSING. ALTHOUGH SOUTHAMPTON OFFERS A HIGH QUALITY OF LIFE FOR ITS RESIDENTS, IT LACKS HOUSING OPPORTUNITIES THAT ARE AFFORDABLE FOR MANY FIRST-TIME BUYERS; YOUNG AND SEASONAL WORKERS; AND MANY SENIORS AND OTHERS WHO ARE HARD-PRESSED TO MAINTAIN THEIR HOMES.

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## VISION GOALS

- 1. Increase the amount of homeowner and rental affordable housing in the Town, not only for low-moderate income households, but also for working middle-income households that are priced out of the market.*
- 2. Provide and equitably disperse affordable housing in all parts of the town, focusing on hamlet centers where various uses and densities are to be encouraged.*

- 3. Create affordable housing that is in keeping with the historic, architectural and natural qualities of Southampton, and does not stigmatize affordable housing tenants.*
- 4. Leverage private sector financing resources to create affordable housing opportunities.*

# TECHNICAL FINDINGS AND COMMUNITY SUPPORT

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The Town of Southampton offers a high quality of life to both its year-round and seasonal occupants. Unfortunately, the town's desirability has had the effect of driving up the value of housing. In 1990, Southampton's median household income (which does not include seasonal residents) was 33 percent less than Suffolk County, but its median contract rent was only 18 percent less, and its median housing value was 18 percent greater.<sup>1</sup>

By interpolating 1990 Census data, it was determined that approximately 1,500 homeowners and another 1,000 renter households earned less than 50 percent of the area (in this case, Suffolk County) median income and spent more than 30 percent of their gross income on shelter costs. Another 500 homeowners and 400 renter households earned between 50 to 80 percent of median income and spent more than 30 percent. These 2,500 "moderate income households" (defined as earning less than 50 percent of area median income) and 900 "middle income households" (defined as earning 50 to 80 percent of median income) together represent 19 percent of all households in the town.<sup>2</sup> Matters may be worse now: 1990 was part of a real estate recession. The real estate market has tightened markedly in the past few years causing a sharp increase in housing costs.

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<sup>1</sup> Source: U.S. Census

<sup>2</sup> This figure does not include households in the incorporated villages within Southampton that may be similarly situated. Nor does this count seasonal and migrant workers, who do not live in the town year-round.

Beyond these gross numbers, there are four population groups particularly affected by the lack of affordable housing. As revealed in meetings with community and real estate representatives:

1. Young couples, with or without children, who are attempting to buy their first house in a town where the median value of a single-family home in 1990 was \$196,000.<sup>3</sup> Young adults often find it very difficult, if not impossible, to raise a family in the community in which they grew up. Also, more seasonal workers are putting down roots in Southampton.
2. Town residents as well as seasonal workers, who find renting adequate housing in the town prohibitively expensive or difficult to obtain. The peak summer season for visitors coincides with the peak period for the demand for seasonal workers such as hotel and restaurant employees. Also, more seasonal visitors are staying more months, thus reducing the availability of affordable year-round rental units.
3. Town residents who own their homes, but are confronted with substandard conditions in their units and do not have sufficient income to afford repairs.<sup>4</sup>

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<sup>3</sup> Source: U.S. Census

<sup>4</sup> Common measures of substandard units are households lacking either complete plumbing facilities (41 households in Southampton) or a central heating system (249 households). Obviously, some units share both indicators. After deducting these, there are at most 2900 housing units with one or both deficiencies. (Source: U.S. Census, 1990)

4. As a subset of the prior group, seniors who own their homes but are confronted with an affordable housing problem in the sense that their home is too large for them, and that the cost of maintenance, taxes and insurance may demand much of their social security and pension income.

There are two related reasons why housing affordability will remain an issue: (1) the Town is likely to remain attractive to the wealthy seasonal and year-round occupants who will continue to bid up values; and (2) preservation of the Town's rural character will make even more of the area appealing to affluent home buyers and renters.

Residents recognize the affordable housing need all too well. Six out of ten respondents to a Telephone Survey for the Southampton Plan favor an increase in affordable housing: "Affordable housing is the only development that receives a clear mandate from the public for increased activity. Full-time residents and long-time residents are particularly strong in their support."<sup>5</sup>

While ownership housing is preferred to promote neighborhood stability, not everyone wants the responsibility that comes with home ownership. Both homeowner and rental housing needs should be addressed.

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<sup>5</sup> Southampton College, Institute for Regional Research, "Attitudes of the Southampton Town Population Towards Various Issues to be Addressed by Southampton Tomorrow - Comprehensive Plan Update" for the Town of Southampton, December, 1995.

## EXISTING REGULATIONS AND PROGRAMS

Southampton's commitment to providing affordable housing dates back to the 1970s, putting the Town in the vanguard in an area of social concern that did not emerge nationally until the economic boom years of the 1980s. Two subsequent reports expanded the Town's policy on affordable housing: the 1985 "Master Plan Update" (Report #2), and the 1989 "Affordable Housing Program Proposed Improvements" report. Nearly all of the recommendations of these reports have been incorporated into the Town Zoning Ordinance and work of the Town Department of Housing and Community Development.

The Town Zoning Ordinance has four zones in which affordable housing was mandated in exchange for the ability to develop housing at higher densities than otherwise permitted:

1. *Senior Citizen Zone (SC44)* permits 8 units per acre, and 12 units per building. At least 25 percent of the units must be set aside for families below the moderate-income level. (Refer to Article III of the Town Zoning Code.)
2. *Multi-Family Planned Residential District (MFPRD)* is a floating zone that permits 6 units per acre for multi-family dwellings (and 8 units per building), and 1 unit per 15,000 square feet for single-family dwellings. The development must be within 1/2-mile of the boundary of an existing village business district or shopping center business district. At least 25 percent of the units must be set aside for families below the moderate-income level. (Refer to Article IV of the Town Zoning Code.)
3. *Affordable Housing Overlay District (AHOD)* is a floating zone that permits 1 unit per 20,000-sq. ft. (i.e., 2 units

per acre). At least 25 percent of the units must be set aside for families below the moderate-income level. (Refer to Article VA of the Town Zoning Code.)

4. Density Incentive: this floating density bonus may be used in the following residential districts: R-80, R-60, R-40, R-20, CR-80, CR-60, and CR-40. The number of units may be increased by 50 percent, but at least 50 percent of the additional units must be set aside for persons below the moderate-income level, yielding, at maximum densities, a 25 percent set aside. (Refer to §330-9 of the Zoning Code)

As evidenced by the 1970 Master Plan, the master plan updates, and the current zoning ordinance, the Town has attempted to make it easier for developers to build affordable housing. Yet to date, only a handful of affordable housing units have been developed.<sup>6</sup>

In addition to zoning directly intended to promote affordable housing, the Town's Accessory Apartment regulations (*Article IIA*) deal with units that are not affordable by mandate, but tend to be so because of their size and circumstances. Southampton's Accessory Apartment ordinance was approved in 1992 after a reassessment of housing stock uncovered a large supply of illegal units. The Town passed its Accessory Apartment ordinance in large measure to better regulate the conversion of these apartments. Since the ordinance was enacted, only a limited number of accessory applications have

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<sup>6</sup> Source: Surveys prepared by the Southampton Deputy Supervisor and Director of Housing, June and July 1995. These surveys identified nine affordable housing developments, most of which have not been built, and from which any eight units of affordable housing were "based solely on Town Board and Town Planning Board approvals pertaining to zoning, subdivision, and site plan applications. (emphasis added)

been submitted, of which approximately half have been approved.

Besides regulating private development, the Town has directly intervened to promote affordable housing, as follows:

1. The Section 8 rental voucher and certificate program administered by the Department of Community Development. As of the fall of 1994, almost 300 vouchers and certificates were distributed to low-income town residents, allowing them to keep costs at less than 30 percent of their income for rent and utilities. Federal funds for the Section 8 program are, however, uncertain.
2. The Town's moderate rehabilitation program, whereby the Town subsidizes the repairs needed to bring apartments with maintenance problems up to Building Code in exchange for the landlord renting the apartment at affordable rates for a period of 10 to 15 years. In the Fall of 1995 the Town had 43 landlords enrolled in this program.
3. Community Development Block Grants (CDBG) whereby the Town provides low-interest loans for home improvements to permanent residents earning less than 68 percent of the Nassau-Suffolk median income (the cutoff mark is established by the US Department of Housing and Urban Development). The home improvement program has assisted between 15 and 20 homes per year, lending between \$70,000 and \$100,000 per year.

Combining the number of households assisted through Section 8, the Pines project, and the Town's several senior citizen developments produces a total of 550 household units that are

currently receiving some form of subsidized housing. The Town is close to meeting its 1970 Master Plan goal of providing affordable housing units equal to 5 percent of year-round units, and should consider increasing its goal of low- and moderate-income housing to 10 percent of year-round units.

Combining the number of Southampton households assisted annually by the home improvement loan program and real estate tax abatement program produces a total of 930 units, or 27 percent of the 3,400 moderate and middle income households spending more than 30 percent of their income on shelter costs. (Note: by definition, the 550 households/units receiving subsidies do not pay more than 30 percent of their incomes for shelter costs, and therefore are not included in the

3,400 count.) The Town should consider as a goal increasing the number of households so assisted to 1,100 units, or 33 percent of the households burdened by shelter costs.

It should be emphasized that the affordability problem varies in each hamlet. In some hamlets, such as Hampton Bays and Riverside/Flanders, many houses can be bought or rented at a reasonable price, and concerns shift to questions of housing quality and maintenance. Furthermore, some areas have a higher tax base, and are more able to absorb the albeit incremental addition of school children associated with some forms of affordable housing. The Town should therefore be sensitive to local concerns as it pursues its affordable housing policies.

for affordable housing at no or below-market cost, and a non-profit builder has secured a \$25,000 per unit subsidy from the NYS Affordable Housing Office. The Town should continue to promote such projects, coupling land donations with limited State and federal subsidies, particularly targeting residents earning under 50 percent of the Nassau-Suffolk median income. The Town should specifically explore the following two initiatives to make more land and capital available for affordable housing.<sup>7</sup>

1. Donations of publicly and privately owned land for affordable housing development (under §72-H of the NYS General Municipal Law). As precedent, the Town recently donated property to *Habitat for Humanity* in both Flanders and Bridgehampton. Potential sites include County and Town land acquired under “in rem” (real estate tax delinquency) proceedings, as well as the developable portions of parcels otherwise acquired for open space or natural resource preservation. A key advantage of this strategy is that it provides the Town with some opportunity to spread out affordable housing development throughout Southampton.
2. Joining with other South Fork communities to explore additional and alternative ways to finance affordable housing. There is the general expectation that State (and federal) subsidies for housing will become even more limited in the coming decade than in the past.

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<sup>7</sup> It should be noted that in its overseeing of such projects, the Town should be careful to calibrate household size and unit size; median income by household size; and unit price by unit size. Finally, the Town should seek weighted lotteries and other methods of promoting sales of affordable units to people who already live and/or work in the town.

One alternative to consider is a consortium of banks and lenders, to provide funding for affordable housing builders and/or low-interest loans for qualifying residents. These loans could include: reduced down-payment financing, financing for mutual housing, and revolving loan pools all aimed at addressing the problem that starter families and others have in raising equity.

### ACTION ITEMS

- ① CONTINUE TO COUPLE LAND DONATIONS WITH LIMITED STATE AND FEDERAL SUBSIDIES TO ACHIEVE AFFORDABLE HOUSING FOR RESIDENTS EARNING BELOW 50 PERCENT OF THE NASSAU-SUFFOLK MEDIAN INCOME.
- ② JOIN WITH OTHER SOUTH FORK COMMUNITIES TO EXPLORE ADDITIONAL WAYS TO FINANCE AFFORDABLE HOUSING SUCH AS A CONSORTIUM OF BANKS AND LENDERS TO PROVIDE FUNDING FOR AFFORDABLE HOUSING BUILDERS AND/OR LOW-INTEREST LOANS FOR QUALIFYING RESIDENTS.

### 1.3 Zoning Revisions

Other minor changes that should be made in the Town zoning ordinance in order to make the code more coherent and productive in regard to affordable housing are as follows:

1. The definition of moderate- and low-income families (§330-5) should simply be 80 percent and 50 percent,

respectively, of the regional median family income as determined by HUD.

2. The Town code should require deed restrictions providing for resale of houses to families within the prescribed income ranges, with review by the Town at the time of closing, instead of (as now set forth in §216.5) requiring the Director of Community Development to annually reexamine the income of occupants of both owner-occupied as well as rental affordable housing.
3. The definition of a “Unit for a Moderate-Income Family” (in §330-5) should be brought in line with most State and federal programs by requiring that a gross rent (i.e., including utilities) not surpass 30 percent of the gross annual income of the occupying family, and that a sale price not exceed 250 percent of an applicant’s annual income.
4. The ordinance should make clear that the price of lots (defined in subsection C of Unit for Moderate-Income Family, §330-5) has already been included in the sale price of a new home, adhering to the affordability standard suggested above.
5. The Town should explore changing the ordinance to allow a smaller square footage for a home. The current minimum is 800 square feet; a 600 square foot minimum may be preferable.
6. The ordinance should have a coherent policy with regard to siting of all multi-family housing, requiring that all affordable senior citizen and/or multi-family developments involving multi-family housing prototypes (townhouses, apartment buildings, etc.) or

involving senior citizen or affordable housing units must be within one-half mile of hamlet centers (i.e., Village Business Districts). Waivers can be provided to very small (e.g., 10-unit) developments, as well as to developments that provide free shuttle services to hamlet centers, or that are within a short walking distance (such as ¼ mile) of a major corridor with public transit serving a hamlet center, or that are a safe ½ to ¾ of a mile walking distance on sidewalks or paths to a hamlet center.

7. The Town should strive to identify opportunities to utilize Transfer of Development Rights (TDR) and Pine Barrens Credits (PBC) as a means to both preserve open space and create affordable housing opportunities.

#### ACTION ITEMS

- ❶ REVISE §330-5 TO DEFINE MODERATE- AND LOW-INCOME FAMILIES AS 80 PERCENT AND 50 PERCENT RESPECTIVELY OF THE REGIONAL MEDIAN FAMILY INCOME AS DETERMINED BY HUD.
- ❷ REVISE §216 TO REQUIRE DEED RESTRICTIONS PROVIDING FOR RESALE OF HOUSES TO FAMILIES WITHIN THE PRESCRIBED INCOME RANGES.
- ❸ REVISE THE DEFINITION OF A “UNIT FOR A MODERATE INCOME FAMILY” TO REQUIRE THAT GROSS RENT NOT SURPASS 30 PERCENT OF THE GROSS ANNUAL INCOME AND SALE PRICE NOT EXCEED 250 PERCENT OF AN APPLICANT’S ANNUAL INCOME.

- ④ REVISE §330-5 TO CLARIFY THAT THE PRICE OF LOTS IS INCLUDED IN THE SALE PRICE OF A NEW HOME.
- ⑤ EXPLORE REDUCING THE MINIMUM SIZE HOME FROM 800 SQUARE FEET TO 600 SQUARE FEET.
- ⑥ REVISE §330-25 TO PRESENT A COHERENT POLICY FOR THE LOCATION OF ALL AFFORDABLE SENIOR CITIZEN AND/OR MULTI-FAMILY DEVELOPMENTS.
- ⑦ UTILIZE TDR AND PBCS TO CREATE AFFORDABLE HOUSING OPPORTUNITIES.

## 2. RENTAL APARTMENTS

Southampton's Section 8 rental voucher and certificate program, and the Town's moderate rehabilitation program, directed toward landlords, act to provide quality affordable rental units for low-income families and individuals, and should be continued, to the extent that federal funds remain forthcoming.

In addition, the Town should seek to add to the inventory of rental units. A strategy emphasizing apartment buildings is eschewed for one favoring accessory apartments in order to preserve the rural image of the community. Additionally, the lack of public sewer systems coupled with the need to protect the integrity of the groundwater, will not support substantial construction of multi-family apartment buildings.

In the few years since Southampton's Accessory Apartment ordinance was approved in 1992, only 40 or so accessory applications have been submitted, of which approximately half had been approved. Meanwhile, there is the potential threat to

neighborhood character from undetected illegal conversions, especially where there is an absentee landlord, in further contradiction of the current zoning's home owner requirements (as per §330-11.2). The Town should therefore consider the following actions.

1. Tax reassessments could be phased in over a five-year period, and altogether waived for rentals to low- and moderate-income residents.
2. A waiver could be provided to the dimensional requirements for houses located in pre-designated areas, such as potential historic districts, near hamlet centers, or along major corridors (-e.g., parts of Montauk Highway) where a mix of uses is to be promoted in lieu of commercial strip development.
3. Building inspectors could rigorously attack non-compliance (illegal conversions), on a neighborhood-by-neighborhood basis, and perhaps include IRS notification of the additional income source represented by the illegal apartments. The accessory unit rules and enforcement practices could also be more widely advertised.
4. Accessory units could be allowed in accessory structures on a lot, such as a garage, pool house or guest house. A maximum square footage should be set, and covenants should be imposed to prevent the conversion of accessory unit(s) in accessory structure(s) to principal structures. In order to help preserve neighborhood character, there should be a limit of one accessory unit per lot except in the Agricultural Overlay Districts, to better enable farmers to provide housing for migrant workers and/or family members. The Town should tie accessory units in accessory structures to the purchase

of Pine Barrens and agriculture land transfer of Development Rights (TDR) credits; and there should be a minimum of one and a half times the required lot area.

5. Accessory apartments could be allowed in connection with commercial development (as already allowed under §330-158). Specifically, the one unit per store restriction should be deleted, particularly as it works against concentrating more development in hamlet centers, as recommended elsewhere in this Comprehensive Plan. Provision of more than one unit per store could also be tied to TDR credit purchases, +/- "sterilization" of lots elsewhere, in order to address the County Department Health's concerns regarding water degradation.

In sum, the Town could induce greater compliance with the ordinance by at once making the process less difficult, and its avoidance more risky and costly.<sup>8</sup>

### ACTION ITEMS

1. TAX ASSESSMENTS SHOULD BE PHASED IN OVER A FIVE-YEAR PERIOD AND WAIVED FOR RENTALS TO LOW- AND MODERATE-INCOME RESIDENTS.

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<sup>8</sup> The Town should also review the accessory unit ordinance every five years, concurrent with Town Board review of the comprehensive plan. If an issue arises as to neighborhood character, the Town should consider making accessory units in residential zones contingent on (1) purchase of transfer of development rights (TDR) - e.g., in connection with Pine Barrens preservation, and/or (2) a requirement that the parcel in question have 1.5 times the minimal lot size required by the underlying zoning.

2. PROVIDE DIMENSIONAL REQUIREMENT WAIVERS FOR RENTAL APARTMENTS IN DESIGNATED AREAS WHERE A MIX OF USES IS PROMOTED.
3. ENFORCE COMPLIANCE OF ILLEGAL ACCESSORY UNITS IN THE TOWN.
4. ALLOW ACCESSORY UNITS IN ACCESSORY STRUCTURES IN THE AGRICULTURAL OVERLAY DISTRICT AND ELSEWHERE IN CONNECTION WITH TDR-GENERATED LAND PRESERVATION.
5. ALLOW ACCESSORY APARTMENTS IN CONNECTION WITH COMMERCIAL DEVELOPMENTS.

### 3. HOUSING REHABILITATION AND IMPROVEMENTS

While many people must leave Southampton to find affordable housing, others stay by choice or necessity, living in substandard units. To address the problem of homeowners who live in physically deteriorated units but do not have the financial resources to make the necessary repairs, the Town could seek means to bolster programs for moderate rehabilitation program and home ownership units. As noted, the Town now uses federal CDBG grants to provide low-interest loans for home improvements to qualifying residents. Three strategies have been defined for strengthening this program, as follows:

1. Since federal funds may become more scarce, the Town should enter into a dialogue with local financial institutions, local not-for-profit housing developers, other South Fork communities, and others, to discuss

alternative funding sources; the appropriate mechanism might be a revolving loan fund or loan pool.

2. Small, low-interest home-improvement loans are also preferred over more substantial new construction grants, because a far greater number of low-income households can thus be assisted out of the same budget.
3. The program should be targeted on a neighborhood-by-neighborhood basis, in concert with other capital investments and code enforcement, so as to have the maximum impact possible.

#### ACTION ITEM

- ① DEVELOP ALTERNATE FUNDING SOURCES FOR THE TOWN'S MODERATE REHABILITATION PROGRAM, SUCH AS A REVOLVING LOAN FUND OR LOAN POOL.

## 4. SENIOR CITIZEN HOUSING

Southampton's percentage of elderly is higher than that in Suffolk County. Its 75 to 84 year cohort is 7 percent of the population, versus 3 percent for Suffolk County; Southampton's 65 and older cohort is 11 percent of the population, versus 6 percent for Suffolk County. Both senior age cohorts are far larger in Southampton than in the nation. The hamlets and villages with the greatest proportion of elderly residents (65+) were Riverside (with 40 percent), and North Haven, Noyack, Southampton Village, Westhampton Beach, East Quogue and Hampton Bays (all with over 20 percent).

To some extent, many of the programs and actions described earlier will help to create new units for seniors. The

recommendations to encourage a wider variety of accessory apartments will create more rental housing from which to choose. The liberalizing of the SC44 zoning (with regard to the proportion of affordable housing units, size of units, and location §330-14, §330-15, and §330-13) will create more senior citizen developments. In particular the liberalization of unit size and location requirements is essential to ensuring marketability of developments and availability of sites.

Many of the programs and actions described earlier will help provide seniors, who are often living on fixed incomes, with greater financial resources to continue to live in their current homes. The low-interest home improvement loans can provide seniors with ready cash to make repairs to their homes.

Accessory units can provide seniors with additional sources of income, which can be quite substantial in summer. And the Town offers real estate tax abatements for seniors now earning under \$25,000.

On the other side of the ledger, there should be assurance that housing designated for seniors remain as such. Restrictive covenants and other legal safeguards should be a condition of Town approval of senior housing developments.

## 5. CAPACITY AND CONFIDENCE BUILDING

The strategies above emphasize private sector initiatives promoted through zoning and financial incentives. These incentives should be made better known. A brochure describing rules, regulations, and incentive for affordable housing may be in order.

Town government should consider the following items priorities: setting aside scattered sites for affordable housing;

# TECHNICAL FINDINGS AND COMMUNITY SUPPORT

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The community facilities discussed below—Town facilities, police, fire protection, libraries, schools, health and human services—are marked by many differences in mission, operation, and service area/taxing jurisdiction. However, they all possess the significant similarity of being more or less decentralized to best serve a town in which local identity is quite important. Because these facilities are so decentralized, collaboration assumes a prominent role in permitting these facilities to function as efficiently as possible.

Nearly all of the recommendations presented in this chapter relate to these two themes—decentralization and collaboration.

## **TOWN FACILITIES**

Southampton began a reorganization of the Town facilities in 1994, with both short-range and long-range strategic elements.

The Town Hall was converted from what had been a public school, and the Town is now refurbishing the structure to address disability access issues, and to maximize use of the building. The Town is also planning to move both the animal control center, now located in East Quogue, and the Parks Department to the satellite Jackson Avenue Town Complex/Red Creek Park in Hampton Bays. Other Town facilities include the North Sea Landfill, maintenance garages for Town vehicles, and several community and senior citizen nutrition centers.

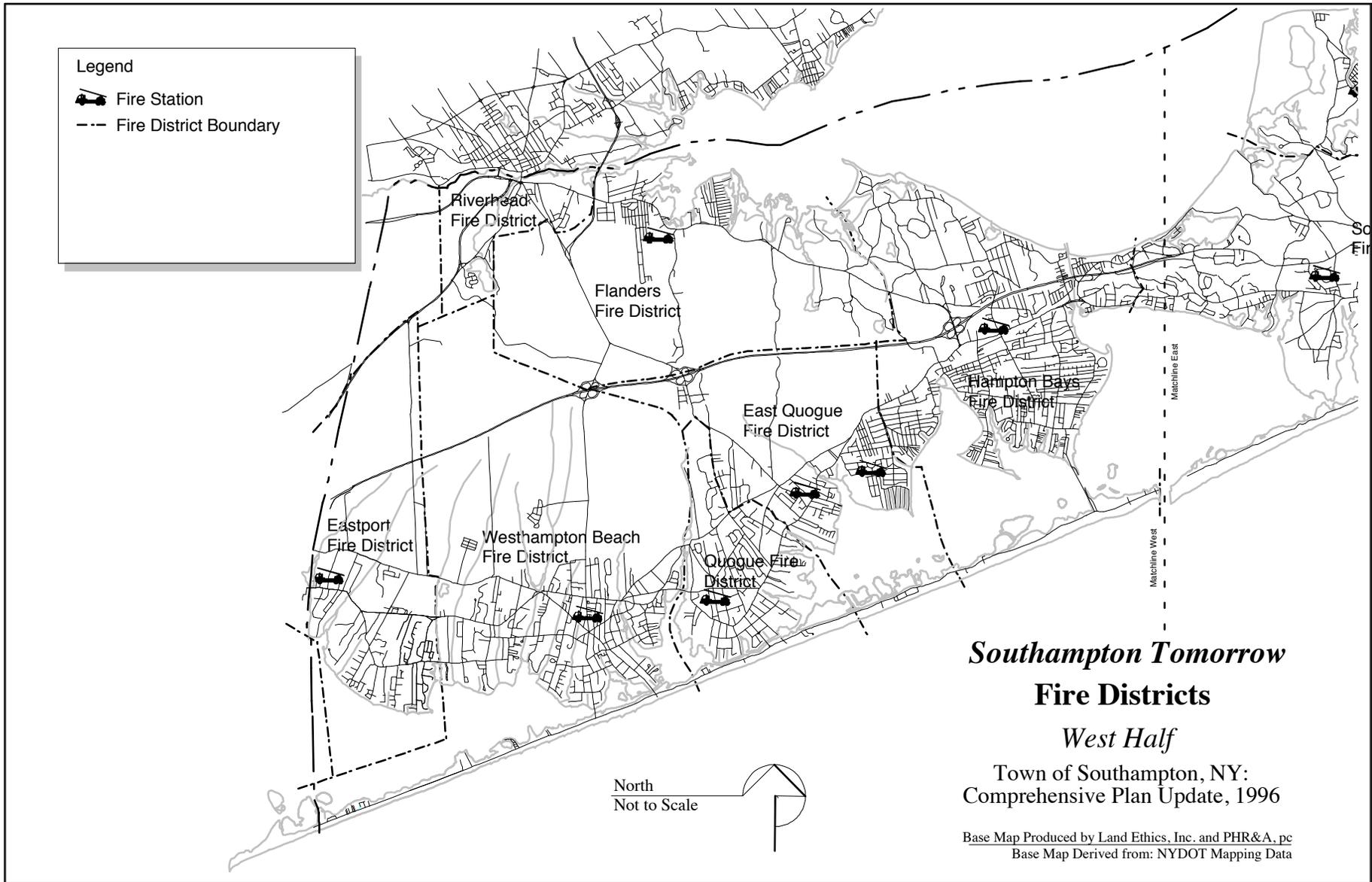
## **POLICE**

The Police Department is already located at the Jackson Avenue Town Complex. The Department now has 87 police officers and a Chief of Police. To handle the seasonal spike in crimes and traffic accidents, the police force hires 30-40 part-time workers during the summer; most of these perform office work, and the remainder engage in traffic control. The Department has requested a small addition to the current structure. The Police Department also has a new police substation at the Bridgehampton Commons, which serves as a relief point and establishes a police presence in the East End.

## **FIRE PROTECTION**

The Town of Southampton has 10 fire companies; this number, relatively high for a town of its population, can be explained by the town's many hamlets and villages as well as its considerable geographic area (refer to Maps 15W and 15E). The fire departments provide a high level of service, as attested to by their spectacular success in quelling the Pine Barrens forest fires of the summer of 1995, as well as other objective measures.

Based on interviews with their representatives, the fire departments are generally satisfied that their stations have a fairly central location from which to respond to fires. If any firehouses should be supplemented or moved, one factor to consider is distance (hence response time) from the firehouse to the areas to be protected. The Insurance Services Organization (ISO), which rates the districts and sets premiums accordingly, recommends that pumpers be no further than 2½ miles from



WASHINGTON, DC OFFICE:  
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31 OAK STREET, SUITE 20  
PATCHOGUE, NY 11772  
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FAX: (631) 289-1268

COMMITTEE ON FOREIGN AFFAIRS  
COMMITTEE ON VETERANS' AFFAIRS  
COMMITTEE ON TRANSPORTATION AND  
INFRASTRUCTURE

**Congressman Lee M. Zeldin**  
**First Congressional District of New York**

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TWITTER.COM/REPLEEZELDIN

December 3, 2015

James S. Rubin, Commissioner  
NYS Homes and Community Renewal  
Hampton Plaza  
38-40 State Street  
Albany, NY 12207

Re: Sandy Hollow Cove Apartments and Speonk Commons  
Southampton, New York

Dear Commissioner Rubin:

I am writing this letter to express my strong support for Sandy Hollow Cove Apartments and Speonk Commons, a proposed mixed-income workforce housing development in the Town of Southampton, to receive an allocation of the 9% tax credit program.

This proposed development would be a landmark project for Southampton, and begin to curtail the exodus of essential professionals from the South Fork of Long Island. The average price for a home in Southampton has gone from \$384,000 in 2000 to \$1,000,000 in 2013. The problem has become so severe that Southampton Hospital has purchased three single family homes to house some of the nursing staff who could not afford to pay some of the highest prices in the nation for housing. The Sandy Hollow Cove Apartments and Speonk Commons will help make Southampton more affordable for the working class.

This is an important project, which Long Island would greatly benefit from, and I respectfully request that you give priority to this proposal for an allocation of the 9% tax credit program. If you would like to discuss this in depth with one of my staff members, please do not hesitate to contact Mark Woolley at (631) 289-1097.

Sincerely,

A handwritten signature in blue ink, appearing to read 'L M Zeldin'.

Lee M. Zeldin  
Member of Congress

# COUNTY OF SUFFOLK



**Steven Bellone**  
SUFFOLK COUNTY EXECUTIVE

**Department of**  
**Economic Development and Planning**

**Joanne Minieri**  
Deputy County Executive and Commissioner

**Division of Real Property**  
**Acquisition and Management**

December 3, 2015

David Gallo  
President  
Georgica Green Ventures  
50 Jericho Quadrangle, Suite 200  
Jericho, New York 11753

Dear Mr. Gallo:

The Suffolk County Department of Economic Development and Planning (the "Department") has reviewed the requests for infrastructure funding received in connection with the proposed 28 unit affordable housing development to be known as Sandy Hollow Cove and the proposed 50 unit affordable housing development to be known as Speonk Commons.

We are pleased to advise you that these projects meets the requirements of Suffolk County's Affordable Housing Opportunities Program for a number of reasons as follows:

- 1) it will provide much needed affordable rental housing;
- 2) it represents redevelopment and revitalization of otherwise neglected and blighted sites;
- 3) it represents smart growth through incorporation of residential, retail and community components; and
- 4) it brings together stakeholders from various government levels.

Accordingly, the Department will be proceeding with the funding process, pursuant to Capital Program 6411, and will be seeking approval from the Suffolk County Legislature for Sandy Hollow Cove in an amount not to exceed \$850,000 and Speonk Commons in an amount not to exceed \$1,100,000 in connection with infrastructure improvements related to the projects, provided that no other funds from another County source is contributed.